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BIENNIAL REPORT
OF
The North Carolina State Board
of Charities and Public
Welfare

July 1, 1928
TO
June 30, 1930



MRS. W. T. BOST
COMMISSIONER

North Carolina State Library



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BIENNIAL REPORT

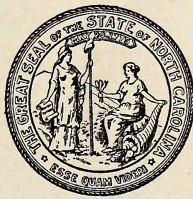
OF

**The North Carolina State Board
of Charities and Public
Welfare**

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MRS. W. T. BOST
COMMISSIONER

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NORTH CAROLINA

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NORTH CAROLINA STATE BOARD OF CHARITIES AND PUBLIC WELFARE

W. A. BLAIR, Winston-Salem, *Chairman*.....Term expires April 1, 1935
A. W. McALISTER, Greensboro, Vice-Chairman.....Term expires April 1, 1935
DR. HENRY F. LONG, Statesville.....Term expires April 1, 1931
MRS. JOS. A. BROWN, Chadbourn.....Term expires April 1, 1931
MRS. HERBERT F. SEAWELL, Carthage.....Term expires April 1, 1931
MRS. WALTER C. CROWELL, Monroe.....Term expires April 1, 1933
A. H. JAMES, Laurinburg.....Term expires April 1, 1933

STAFF

MRS. W. T. BOST.....Commissioner of Public Welfare
R. EUGENE BROWN, Assistant to the Commissioner and Director of the Division of Institutions.
L. G. WHITLEY, Penal Inspector for the State Board of Health and the State Board of Charities and Public Welfare.
LILY E. MITCHELL, Director of the Division of Child Welfare.
KATHLEEN BERNARD, Assistant Director.
LOIS DOSHER, Field Agent for Mothers' Aid.
MRS. MARY CAMP SPRINKLE, Director of the Division of County Organization.
DR. HARRY W. CRANE, Director of the Division of Mental Health and Hygiene.
BLANCH C. ZORN, Secretary to Director of Mental Hygiene.
LAWRENCE A. OXLEY, Director of Division of Work Among Negroes.
LISBETH PARROTT, Director of Publicity.
J. N. FREEMAN, Director of School Attendance.
FANNIE S. DARK, Chief Clerk.
CLAIRE HODGES, Secretary to the Commissioner.
MRS. EMMA J. GITTINGS, File Clerk.
MRS. W. B. AYCOCK, Secretary.

LETTER OF TRANSMITTAL

*To His Excellency, O. MAX GARDNER,
Governor of North Carolina.*

SIR:—I have the honor of handing you herewith the report of the North Carolina State Board of Charities and Public Welfare for the biennial period dating from July 1, 1928, through June 30, 1930.

Very truly yours,

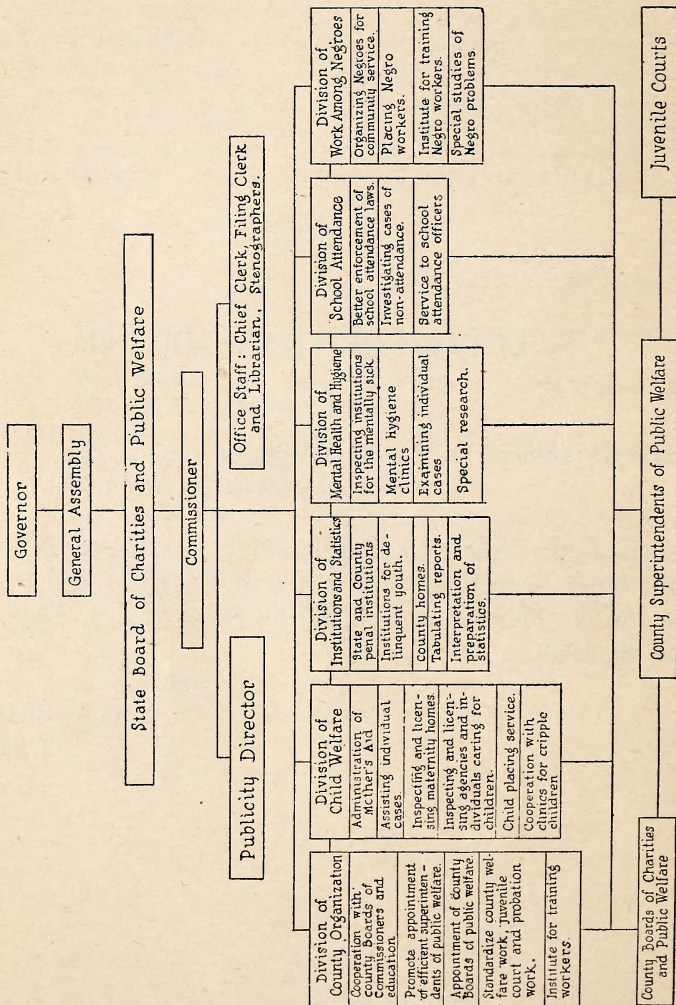
WM. A. BLAIR,
Chairman.

STATE BOARD OF CHARITIES AND PUBLIC WELFARE

Constitutional Mandate

"Provident provision for the poor, the unfortunate and orphan, being one of the first duties of a civilized and Christian State, the General Assembly shall, at its first session, appoint and define the duties of a Board of Public Charities, to whom it shall be entrusted the supervision of all charitable and penal State institutions, and who shall annually report to the Governor upon their condition with suggestions for improvement."

Law C.S. 5004 - 5013



Note: The school attendance work is no longer considered a Division but a special project with a Director of School Attendance in charge

INTRODUCTION

The State Board of Charities and Public Welfare, during the past biennium, suffered a very great loss when it gave up its Commissioner, Mrs. Kate Burr Johnson, to the State of New Jersey. Mrs. Johnson offered her resignation in February of 1930 which became effective April 1st, to accept the Superintendency of the State Home for Girls at Trenton, New Jersey. She was succeeded by Mrs. W. T. Bost of Raleigh, who at the time was serving as Executive Secretary of the North Carolina Federation of Women's Clubs.

Mrs. Johnson's worth in the social field was recognized not only in a state-wide way, but nationally for she was asked by President Hoover during the past year to head one of the important Committees of the White House Conference on Child Health and Protection. Resolutions of appreciation were offered by the State Board of Charities and Public Welfare as follows:

"It is with deep and sincere regret that the State Board of Charities and Public Welfare announces the resignation of Mrs. Kate Burr Johnson, Commissioner. She has received a number of flattering offers from other states and now feels that much as she desires to continue serving in North Carolina, she cannot in justice to herself and family, decline to accept a most attractive proposition which came some time ago from New Jersey and which has been recently renewed.

"While her loss is keenly felt, yet we must confess satisfaction and even pride that her work and the work of the Board has been recognized and appreciated in many other states and indeed throughout the nation. Mrs. Johnson is not only a woman of highest character, culture, standing and ability, but she has enthusiasm, fine judgment, great executive ability, untiring energy and all the qualities of leadership. She is an able, interesting and convincing speaker and in the administration of her office, has always felt the great responsibility resting on her for the backward, unfortunate and under-privileged of the state and has always insisted on doing her duty without fear or favor whether this path led into pleasant or unpleasant situations. Personal or partisan or political considerations have never been allowed to weigh against what she believed to be right, for this Board, by the very nature of its work, must be entirely free from all these things.

"Mrs. Johnson was elected director of the Division of Child Welfare in June, 1919, and in July, 1921, was made Commissioner by the Board. At this time the office was on the third floor of the Capital building, with poor accommodations. The annual appropriation was only \$15,000 and the staff consisted of Mrs. Johnson, Miss Denson and two stenographers. The program was limited to institutional inspection, child welfare and rendering some aid to the counties.

"Now the Board has permanent quarters in the department of agriculture, a staff of 16 and an appropriation inadequate, of more than \$30,000. The work has been organized into five divisions: Child Welfare, Mental Health and Hygiene, Institutions, County Organization, and Work Among Negroes. There is also a state school attendance officer and a director of publicity. There is included a mental health program, institutes for training workers, district meetings, monthly bulletins, etc.

"In 1920 seven counties were organized for welfare work with county superintendents. Now there are 50 so organized. Among the outstanding legislation sponsored by the Board may be mentioned, Mothers' Aid, establishment of the institution for delinquent negro boys, improvements in the penal institutions, the sterilization bill and many others. The great emphasis Mrs. Johnson has placed on preventive work has produced wonderful results and today this State is one of the most socially minded in the entire country.

"The Board through Mrs. Johnson's efforts has been able to secure from foundations and other sources outside the State, some \$114,000 in donations for welfare work under the supervision of the Board. The Laura Spelman Rockefeller Memorial has financed three demonstrations and recently a grant to finance a study in child welfare has been made by Julius Rosenwald. Thus the State has profited financially. In addition the work that has been done by the bulletin, 'Public Welfare Progress', the special bulletins like the 'Study of Capital Punishment in North Carolina, etc.', have attracted wide and favorable attention. From many states and even from Europe, representatives have also come to study the work that is being done in North Carolina, and to learn from Mrs. Johnson how to do it.

"When President Hoover recently called together 20 leading authorities in welfare work from the entire United States for his 'conference on child health and protection', etc., he selected Mrs. Johnson as one of the 20 on account of her record and her national reputation.

"While, as said above, we regret the necessity of giving Mrs. Johnson up, the work must and will go on. It is well organized and planned and we shall be able to find a worthy successor. North Carolina will 'carry on'."

CONSTITUTIONAL MANDATE

"Beneficent provision for the poor, the unfortunate, and orphan, being one of the first duties of a civilized and Christian State, the General Assembly shall, at its first session, appoint and define the duties of a Board of Public Charities, to whom shall be entrusted the supervision of all charitable and penal State institutions, and who shall annually report to the Governor upon their condition, with suggestions for their improvement."

Sixty years ago, their social consciousness aroused by the human needs about them, the men who drew up the Constitution of North Carolina included a mandate creating a Board of Public Charities. Incidentally, this was the same Constitution that established the Legislature. This Board was charged with the responsibility of supervising all charitable and penal

state institutions, and annually reporting on their condition to the Governor. All changes in personnel and policy of the institutions were to be approved by the Board before any action was taken.

Although the Board was charged and vested with authority with specific obligations, no money was appropriated to enforce this authority. Unfortunately the same constitution which created the Board did not appropriate any money with which it might meet its responsibilities. However, a Board of five members was appointed. These entered enthusiastically into their new work, but were handicapped by lack of traveling and office funds. They had to pay their own mileage and even buy their own stamps. Their sole reward was the "consciousness of doing good," to borrow their own phrase.

The years witnessed a gradual loss of enthusiasm, as it was realized that the task imposed was far too enormous for lay shoulders, busy elsewhere with the task of earning a living.

Additional duties were placed upon the State Board of Charities and Public Welfare, which succeeded the old Board of Public Charities, after the reorganization of 1917.

But now, as in the old days, the State Board finds itself unable to assume its full responsibilities on account of lack of appropriation. For instance, certain types of neglected, dependent and delinquent children are legally state wards, but we have no funds for providing for them. The Legislature of 1929 created an emergency fund for relief work among the needy families of prisoners; part of which has been used to care for state wards who are the children of prisoners. This has effectively demonstrated the good work that could be done for all state wards if funds were available.

Then, too, institutional inspection is limited because of inadequate appropriation, although the Board is charged "to investigate and supervise the whole system of charitable and penal institutions and to recommend changes and additional provisions." Such an obligation implies frequent inspection, and close supervision; yet the State Board often finds itself able to send out representatives to make the rounds of the institutions only once or twice during a biennial period.

Research into social conditions can be carried on only in a very small way, due to the meagre appropriation which necessarily limits the staff and its activities. Yet research is the means

of reaching at the root of social ills, and is one of the duties as laid down by the statute.

Elsewhere in this report are mentioned various other ways in which the Board is cramped in its efforts to completely fulfill its functions. It is anxious to assume its full responsibilities and only awaits the day when adequate appropriation will make this possible.

SPECIAL PROJECTS

In this summary of the work of the biennial period we call your attention to the fact that the close of the two years finds several projects completed or nearing completion. The Study of Child Welfare Among Negroes; the Bulletin on the School Attendance program; and the Study of Capital Punishment, projects made possible by grants from private funds. At our request the Institute for Research in Social Science designated Dr. Wiley B. Sanders, Assistant Professor of Sociology at the State University, as Director of the Study of Child Welfare. The Child Welfare League of America advised with us, sending Miss Mary Irene Atkinson to the State for about six weeks the past spring to make special studies of four Negro institutions in child care—the Memorial Industrial School at Winston-Salem; Morrison Training School at Hoffman; North Carolina Industrial School for Negro Girls at Efland; and the Colored Orphanage at Oxford. Based upon these reports, requests will be made of the Rosenwald Fund for aid in supplying some of the major needs of these institutions. The Bulletin on Child Care being edited by Dr. Sanders will be published some time during the fall or early spring.

The School Attendance Bulletin, based upon a Study of Compulsory School Attendance problems in six typical counties of the State, will soon be completed. If a budget is presented to the General Assembly for establishing a program of child accounting in the public schools it will be presented jointly by the State Department of Education and State Board of Public Welfare.

The primary object of the Study of Capital Punishment, completed in 1929, was to present to the people of North Carolina, and to the State's judicial and penal officers and social workers, material, hitherto not conveniently available, which they will find valuable in its bearing on the grave problem of capital crime and the State's method of dealing with those offenders who are guilty of it.

SOME PLANS FOR FURTHER DEVELOPMENT

Juvenile Court

Among the resolutions adopted at the State Social Service Conference in Charlotte this spring was one advocating the establishment of a Division of Juvenile Court in the State Board of Charities and Public Welfare for the purpose of strengthening and standardizing the Courts and working out a more uniform system. In view of the economic stress in the State the Board has decided to ask a grant of private funds to expand the State's service along this line, rather than approach the Legislature.

Parole Work

One of the weakest points in our whole prison system is the parole work. Few of the correctional institutions have adequate parole or probation facilities and practically all that is done is by the county superintendents of public welfare who are already overburdened by their heavy duties incident to the office. In approximately half of the counties there are no county superintendents of public welfare, and the county superintendents of schools have not only their duties to perform, but must take over those of the welfare officer which include the parole and probation program. We may say, in truth, that there is very little parole work being done in the State at the present time. A boy or a girl may leave a correctional institution on parole. A prisoner may be paroled from the State Prison or a county camp, but what agency is there to do the follow-up work—helping the prisoner to find a job and to become adjusted to community life.

Consideration of the parole work in the State, we understand, is on the program of the Prison Commission appointed by Governor Gardner to study the reorganization of the entire prison system. Whether it will be best to strengthen it by reinforcing the agency in the State to which the work is now committed—the county welfare department—or to put it under a separate division of State government, we are not prepared to say, but we do know that there is a very great need for such a service.

A Trained Social Worker in Every County

The North Carolina Social Service Conference is always quick to sense the State's social needs. When it recognized at the last annual meeting the need for a trained social worker in every county and by resolution went on record urging the State to

make provision for this state-wide service, it touched the very heart of the problem. The modern trend of government in relation to public welfare is towards strengthening State Boards of Public Welfare and developing local units such as our county unit in North Carolina, as will be clearly brought out at the White House Conference. Unless the State steps in and helps some of the poorer counties they will probably never be able to put on organized welfare work and these counties are usually the ones in which the need for such service is greatest. Provision by the Legislature for a Subsidizing Fund would be one of the most progressive steps that could be taken and our Department is whole-heartedly committed to such a program.

Expansion of Mental Health and Hygiene Program

Ever since the Division of Mental Health and Hygiene was established we have realized the value of the service and the need for expanding it. In view of the increasing demands upon this Division, as the first step in increasing the facilities, an Assistant Psychologist is needed; also the whole time services of a secretary with psychological training. The Director, who is on a one-third time basis, is also Professor of Abnormal Psychology at the State University. He has only half time secretarial service for the work of the Division.

With so limited a staff it is absolutely impossible to even approach meeting the needs of the people of the State and of the State institutions and Departments for this type of service. It is a distressing fact that the holding of clinics in various sections of the State often has to be delayed for an indefinite period. An enlarged service might eventually lead to a central clearing house or clinic where all state prisoners and all delinquents would be sent for observation and study by physicians, psychologists and social workers. Under this plan the feeble-minded and mental cases could be weeded out and sent to the proper institution. Expansion of this service we feel is one of our greatest needs.

Negro Welfare Work

With the close of the fiscal year, June 30, 1931, the grant from the Rockefeller Fund for the Negro Work in the State will lapse. This means that for this program, the constructive value of which has attracted nation-wide attention, to continue uninterruptedly, the State must take over the service at the

next General Assembly. The remarkable demonstration of Negro Welfare Work covering a period of six years should fully justify the State's investment in such a program. The Division is making an intelligent study of the social problems of the North Carolina Negro community. Based upon this study, programs are developed through the stimulating of co-operative self-help effort on the part of the Negroes themselves. The fact that thirty-five counties have organized Negro welfare work indicates the growth of the work and the need for this service. This is a responsibility that must be met. With the Negro population 870,000 or about 29.7% of the State's entire population, their welfare must be considered as a part of the general program of public welfare in North Carolina.

Boarding Homes

We come before you again in behalf of that group of children, the so-called "unplaceable" children, for whom there is no provision, and we are asking for \$5,000 annually to finance this program. The orphanages and Mothers' Aid care for the dependents; and the correctional institutions, the delinquents; the Children's Home Society in Greensboro places children in free homes, but for the child who needs temporary care or adjustment there are no facilities. This new project in child care—placing children in boarding homes with a good foster mother and keeping the home under supervision—has been most satisfactorily tried out in a number of other states in part solution of the problem. In this group are children of very bad heredity, with grave conduct disorders, in need of special vocational or health care, etc. From this special Boarding Home Fund we pay the foster mother for the child's board, provide clothing and incidental expense.

If the child is placed in a temporary home for observation he is given physical and mental examination and is studied by the boarding home mother and a State or county welfare officer, who will later decide whether he should be given institutional care or placed in a foster home. Thus the final disposition of the child is greatly simplified.

Field Work

We have realized for some time that to visit the various institutions and make the required inspections, to make personal contacts with the 400 Mothers' Aid homes under our supervis-

ion, to check up on all complaint charges against county chain-gangs and jails throughout the State, to go into the unorganized counties and set up the necessary welfare machinery—our staff is hopelessly inadequate. Field work in the State Board of Charities and Public Welfare is a very vital part of the program and to do this work according to State requirements, we know that the Department is not sufficiently manned.

Institutional Plans

a. Inspection

The increased demands upon the Division of Institutions for investigations and for inspection of all penal institutions and the calls by the Executive Counsel upon the Penal Inspector for parole service makes the expansion of this program one of the real needs of the Department.

b. Institutional Facilities for Feeble-minded Inadequate

We have dwelt at length upon the waiting lists which indicates the inadequacies of our institutions in caring for the State's dependents, defectives and delinquents. And incidentally, the growing population in these institutions shows a breaking down somewhere along the line in the preventive program which is the responsibility of our homes, schools, government and churches.

One of the most glaring of the institutional needs is a Training School for feeble-minded Negro children corresponding to the Caswell Training School for white children. We cannot any longer shut our eyes to the menace of the feeble-minded Negro boy and girl who may roam at large because there is no place for them. With training and proper treatment some of these boys and girls might be saved. This is a responsibility that the State should meet.

The Caswell Training School for white feeble-minded children, with a waiting list of several hundred, must deny admission to children whose only hope lies in the special training this School affords.

c. Emphasis Placed on District Hospital-Homes and Jails

In the interest of efficiency and economy the Division of Institutions is laying especial stress upon the district plan relative to county homes and jails. There has been some response from various sections of the State; the plan making an especial

appeal to those interested in the general plan of county government.

d. Closer Coordination

The Division would like to see a closer coordination of the institutions. For instance, provision could be made that, we believe, would work out satisfactorily, for transferring girls from Samarcand to the Farm Colony for Women, if the need seemed to justify it.

Farm Colony for Women

The youngest of the institutions, the Farm Colony for Women, was opened March 1st, 1929.

Although the two new brick dormitories provide accommodations for about 60 women, the maintenance fund is large enough to operate only one of these buildings. As in the case of all new institutions with small number of inmates, the cost per capita for maintenance is more during the early years. For this reason with limited funds the Farm Colony has been handicapped from the beginning. Farm duties should provide plenty of outdoor work for the women, but the indoor work offers the greatest problem. After the household chores are finished, there should be some provision for making garments, not only for the Farm Colony but for other institutions; chair caning, weaving, rug making or any other form of industrial arts, but these things cannot be done without the necessary equipment. For instance, a certain type of machinery would be needed for the making of overalls. We sincerely trust that in the reorganization of the prison system in North Carolina, the Prison Commission in outlining a program of Prison Industries, will make some recommendations in regard to industries and occupations best adapted to the Farm Colony for Women. The needs of the institution along this line make a difficult situation, for the management is dealing with a group of women whose salvation lies in wholesome and productive labor with enough recreation, however, to balance the day's work.

The care of women prisoners in a farm colony of this kind is one of the most modern trends in prison work and such a program has been worked out with signal success in a number of other states. This is one of North Carolina's newest ventures in salvaging this element of its citizenship and its success depends upon our support and encouragement during the early, perilous years of its existence.

FINANCIAL REPORT OF BIENNIUM

The full report of the work of this Department for the two-year period closing June 30th, 1930, is given in the succeeding pages. This brief financial summary should be of general interest showing how the Department has expended the funds appropriated by the State for carrying out its program of public welfare.

Fiscal Year Ended June 30, 1929:

Salaries	\$24,595.00
Office and Library Supplies	247.92
Postage, Box Rent, Telephone and Telegrams.....	949.25
Travel expenses for field work, etc.....	7,021.15
Printing	1,782.54
Motor vehicle	201.40
Repairs	37.40
General Expense	109.69
Equipment	399.67
Special Investigation	6,355.70
	<hr/>
	\$41,699.72

Special Funds

<i>Negro Welfare Work (Rockefeller)</i>	
Salary	\$2,475.00
Travel Expense	1,780.99
	<hr/>
	\$4,255.99
<i>School Attendance (Rockefeller)</i>	
Salary	\$2,400.00
Clerical	1,458.52
Travel Expense	1,931.66
	<hr/>
	\$5,790.18
<i>Child Welfare Study (Rosenwald)</i>	
Salary	222.23
Travel Expense	241.25
Printing	38.09
	<hr/>
	\$501.57

Fiscal Year Ended June 30, 1930

Salaries	\$25,054.00
Office and Library Supplies	212.62
Postage, Box Rent, Telephone and Telegrams.....	658.33
Travel Expense for field work, etc.	6,600.60
Printing	934.62
Repairs	6.50
General Expense	52.00
Equipment	112.43
	<hr/>
	\$33,631.10

STATE BOARD OF CHARITIES AND PUBLIC WELFARE 17

Special Funds

<i>School Attendance</i> (Rockefeller)	
Salary	\$1,975.00
Special Work	75.34
	\$2,050.34
<i>Negro Welfare Work</i> (Rockefeller)	
Salary	\$2,400.00
Travel Expense	1,499.85
	\$3,899.85
<i>Child Welfare Study</i> (Rosenwald)	
Salary and Special Work	\$2,505.72
Travel Expense	2,108.74
Printing	42.69
	\$4,657.15
<i>County School Attendance</i>	
Tabulation	\$180.30
Cards	88.91
Travel Expense	11.71
Express	4.78
	\$285.70

CHANGES IN PERSONNEL

The Board

Two changes have taken place on the State Board of Charities and Public Welfare during the past biennial period. Dr. Henry F. Long of Statesville and Mr. A. H. James of Laurinburg were appointed by Governor McLean to fill the unexpired terms of Dr. C. H. Durham of Lumberton, resigned, and Mr. D. Collin Barnes of Murfreesboro, resigned, respectively.

The Staff

Several changes in the personnel of the staff have marked the biennial period.

As explained in the Introduction, Mrs. Kate Burr Johnson, State Commissioner, sent in her resignation in February to become effective April 1st, and was succeeded by Mrs. W. T. Bost, who began March 16th, but did not take over the work officially until the first day of April.

Mr. Roy Eugene Brown, Director of Institutions, was appointed by the State Board as Assistant to the Commissioner the first of April, 1930.

Miss Lisbeth Parrott came to the Department in September, 1928, as Director of Publicity, succeeding Miss Lucy Lay, who resigned in June, 1928, to become Director of Publicity for the National Conference of Social Work.

Mr. J. N. Freeman succeeded Miss Elizabeth Smith as Director of School Attendance, the demonstration program being financed by the Spelman Fund, assuming his duties August 15th, 1929.

Mrs. W. B. Aycock, succeeding Miss Lovie Lassiter, became in February, 1930, secretary, dividing her time between the work of the Director of School Attendance and the Division of County Organization. Miss Lassiter succeeded Miss Ellen McKenzie, who formerly held the position.

PUBLICITY

The work of the Director of Publicity consists of interpreting the social welfare program for the general public through the printed word. It has been found that the public is intensely interested in problems of public welfare and gives an enthusiastic response to non-technical information sent out by the State Board. Social welfare work deals with human beings; for this reason literature about social welfare work is eagerly read by the general public.

Because of lack of traveling funds, the Director of Publicity has been greatly cramped in her efforts to give the public insight into the work that is being done over the State. Necessarily she has limited the scope of her articles to the news and features from the offices of the State Board, special releases concerning Institutes, meetings, etc., and the institutions it has been possible to visit; whereas the Director has been extremely anxious to visit among the counties and reveal to the public the excellent work that is being done in the county units by the superintendents of public welfare. Feature articles published in the newspapers about the work have served to awaken public interest and cooperation. The newspapers have been generous in the use of space and editorial comment.

The Director was awarded the first prize, twenty-five dollars, and a certificate of merit for an article about the state's Mothers' Aid program which appeared in the Sunday newspapers. The award was made by the Social Work Publicity Council, a national organization connected with the National Conference of

Social Work, for the best Sunday magazine article entered in the 1929 contest. A story about the Children's Home Society of North Carolina received honorable mention in the 1930 contest.

Next in importance to the newspaper as a means of reaching the public is the monthly bulletin, Public Welfare Progress. This bulletin has a circulation of 4,000, with special numbers being sent to 4,500. During the past biennial, effort has been made in publishing the bulletin to supply the public with organized information about the State Board's program. Whole numbers have been devoted to special phases of the work. There have been a prison number, a Mothers' Aid number, a school attendance number, a juvenile court number, a poor relief number, a mental hygiene number, and two special N. C. Conference for Social Service numbers. In addition to the regular distribution to those on the Progress mailing list, these have been sent out from time to time in response to requests for literature, and have taken the place of the special bulletins the State Board has been unable to publish on these topics.

The Progress, which is published for free distribution, added hundreds of new names to its mailing list during the biennial period. This shows the interest of the public in the work of the State Board. The bulletin has also received favorable notice from national sources; for instance, one of the editors for the National Committee for Mental Hygiene, wrote concerning the Mental Hygiene number: "May I compliment you on the excellence and instructiveness of this issue, which in the compass of its eight pages, includes a considerable cross section of the material coming under the head of mental hygiene. It should do a great deal to help the cause of mental health in your state and to this extent contribute substantially to the advance of the national mental hygiene movement, which we appreciate deeply." Following the publication of this number, requests came for large batches to be used by clubs, college classrooms, etc.

Part of the Poor Relief number was quoted in *Colliers' Magazine* for June 28, 1930; the bulletin has been quoted in the *Survey* magazine, the *Journal of Social Hygiene*, and numerous organs of other agencies.

From time to time, special bulletins are issued by the State Board. These are edited by the Director of Publicity, and include the biennial report. However, during the past biennium,

the biennial report was the only bulletin of this type published, with the exception of the study of capital punishment which was undertaken and edited before the coming of the present Director.

Programs for all events sponsored by the State Board are arranged for publication by the Director of Publicity. During the annual summer Institutes, daily bulletins are issued which serve as "pep" sheets for those attending. At the 1929 Institute a special social hygiene exhibit was arranged.

During the past two years, mimeographed folders containing information about special projects of the State Board have been prepared by the Director for the annual convention of the State Federation of Women's Clubs.

The Director is available for assistance in preparing any written material at the office. On a number of occasions, she has prepared special information for state and national manuals and encyclopedias about the work of the Board, including the New International Year Book, the Social Work Year Book of the Russell Sage Foundation, Who's Who in America, the N. C. Democratic Handbook, etc.

Requests for literature are received daily and answered by the Director. These have come from nearly all the states, and the following foreign countries and territories: Switzerland, China, Holland, Japan, Canada, Hawaii, and Australia. Following the publication of the study of Capital Punishment in North Carolina, requests for this bulletin flooded the office; they continue to come daily. More than half of the two thousand copies have already been distributed. The supply of twelve hundred biennial reports for the period of 1926-28 was soon exhausted. In addition to the Public Welfare Progress, the only bulletins available for distribution now are Special Bulletins number 4 (Poor Relief), 7 (Mothers' Aid), 9 (Laws Relating to Public Welfare Work in North Carolina, and 10 (Capital Punishment in North Carolina).

The State Board receives five daily newspapers, of which three are sent complimentary, and two are subscribed for. These are clipped daily, and filing service maintained for the use of the office force. In addition, many bulletins come to the office.

On June 10, just before the biennial period closed, the Board started a series of weekly radio talks of fifteen minutes each. The time is donated by Radio Station WPTF, through the court-

esy of the Durham Life Insurance Company. The Director of Publicity is responsible for seeing that this period is filled.

During the biennium, the Director made three surveys for the State Board which were not strictly in the nature of publicity. The first was a survey of the length of time the insane are incarcerated in jails in North Carolina; the second, compilation of the results of a state-wide questionnaire concerning conditions of acute poverty in North Carolina in the fall of 1929; the third, compilation of the county set-up in each of the 100 counties for the Rosenwald survey of Negro child welfare.

SCHOOL ATTENDANCE

The State Board of Charities and Public Welfare has for a long time felt that non-school attendance has been one of the weakest links in North Carolina's program for social progress, but lack of funds prevented any organized effort in this field. A three-year grant from the Laura Spelman Rockefeller Memorial Fund made possible the creation of a program of school attendance on April 1, 1928.

The compulsory school attendance law requires children from seven to thirteen years, inclusive, to attend school for the duration of the local school term. The county superintendent of public welfare is the officer by whom the law is enforced. The supervision of the enforcement of the law is one of the duties of the State Board of Charities and Public Welfare, but prior to April of 1928 there had been no one on the staff to give full time to the work.

Through this project the State Board has undertaken to study carefully the difficulties in the way of proper enforcement of the compulsory school attendance law; to determine methods to make enforcement adequate; and to co-operate with all agencies in trying to improve school attendance. In addition to adequate enforcement of the law, much can be done to improve school attendance by the reduction of epidemics, by holding pre-school clinics and health examinations of the pupils, by conducting special classes for the children who are retarded or who are sub-normal mentally, and through the creation of a community appreciation of the value of public education.

The school attendance program has tried to see that children who are not attending school regularly now are given their rightful opportunity. North Carolina is raising a new crop of illiterates each year because of the present failure to bring together

the child and the school. According to the 1920 federal census there were in North Carolina 12,675 white and 9,020 Negro illiterates between ten and thirteen years of age. Our adult illiteracy problem can never be solved so long as we permit young children to grow up without at least an elementary education.

In six counties of the state the Director has made a detailed study of school attendance. The blank used in this study classified the reasons for absences into eight causes; agricultural work, other work, weather, illness, out of district, poverty, parental indifference, truancy. The counties covered in the study are a cross section of the state and are believed to present all the factors involved in the school attendance problem of North Carolina. The counties studied were (1) Cherokee County, a sparsely populated mountain county where bad roads and distances aggravate the school attendance problem; (2) Moore County, a cotton county where the farm tenancy problem exists; (3) Union County where farm tenancy is better and where the rural population is largest; (4) Lenoir County, where all white schools have been consolidated into seven schools; (5) Halifax County, which has the highest ratio of Negro population in the state; and (6) Orange County, where there is a mixture of tenant and cotton mill population. The result of this study is too voluminous to be inserted here but will be ready for distribution in bulletin form at an early date.

A majority of the counties in the state have been visited and in many, new plans were worked out to make the attendance law more effective and to encourage better school attendance. Every organization so constituted as to assist in this work has been solicited and unusual results have followed their efforts.

A program for closer co-operation with the teachers of the state is being presented in the state summer schools and in the county teacher's meetings. Much can be accomplished by the co-operation of the teachers in bringing the parents in closer touch with the schools.

Publicity will be widely used in both local and state papers because the final solution of the problem will be realized only when there is created in each community a real appreciation of the value of public education.

DIVISION OF CHILD WELFARE

I. DUTIES

This report summarizes the work of the Division of Child Welfare in its major functions.

In addition members of the division staff have participated in various other activities which are distinctly in the interest of child welfare in the state. Talks were made before women's clubs, district public welfare meetings, church missionary societies, Parent-Teacher Associations, district teachers meetings, North Carolina Conference for Social Service, and Tri-State Conference of Orphanage Workers. Not only has the Director served on the programs of annual Public Welfare Institutes for Negro workers as well as that for white workers, but she has lectured twice each before the class in family case work of the School of Public Welfare, University of North Carolina, and the class of Bishop Tuttle School of Social Service (Negro). Annual meetings of the Association of Clerks of Superior Court and North Carolina Orphanage Association have been attended with much profit and pleasure. During 1928-1929 the Director served as Treasurer of the National Mothers' Aid Group of the National Conference of Social Work and has been a member of the committee on "The Child" of the North Carolina State Conference for Social Service since its existence. The Assistant Director assisted Dr. O. L. Miller of the State Orthopedic Hospital in launching the work of the Eastern Clinic of the Hospital, which is held in Goldsboro each month.

The Field Agent in connection with her regular visits to counties in the interest of Mothers' Aid secured valuable source material for the study of Negro child welfare under the grant from the Rosenwald Fund (see report of the Commissioner). Also in the early winter of 1930 she organized special local committees in eighteen of the eastern and central counties to provide relief for the emergency situation due to unemployment and crop failure.

The major functions of the Division may be outlined as follows: 1. Administration of state Mothers' Aid fund; 2. Case-work with (a) state wards, (b) problem cases referred by county officials and interested citizens, chiefly advisory and frequently involving points in law, (c) interstate cases of adults or juveniles; 3. Inspection and licensing of institutions caring

for neglected and dependent children; 4. Assisting in special child welfare surveys or studies; 5. Coordination of all child welfare forces in state into an integrated working whole. However, little has been or can be done to initiate and carry out plan for such coordination because of lack of funds and time.

II. CASEWORK

Although the staff of the Division has remained the same since July 1, 1927, the work of the Division has not only increased but has doubled in volume of casework alone. In 1926-28 a total of 1,033 cases of all types were handled, whereas the following table shows a total of 2,436 cases for 1928-30.

<i>Type</i>	<i>Total</i>
1. Mothers' Aid—	
Old cases	416
New cases	221
Inquiries (ineligible or funds not available) 94	731
2. Prisoners' Emergency Fund	66
3. Neglected and Dependent Children (orphans, illegitimate, or unfit parents)	436
4. Delinquent Children	225
5. Child Placing Inquiries	61
6. Incest and Abortion	6
7. Cripples	26
8. Mental (adults and children) (legal settlement established before referring to Division Mental Hygiene)	133
9. Impostors	13
10. Interstate poor relief, delinquent, majority involving children)	316
11. Poor Relief	158
12. Miscellaneous	22
13. Negro (not otherwise classified because of special inquiry)	213
	<hr/>
	2436

Most of the work with cases is correspondence, chiefly for purposes of securing investigation in local community or for advising regarding disposition. However, actual contact and some follow-up case work has been achieved with all of the 637 Mothers' Aid cases (exclusive of inquiries) and with most of

the 40 Emergency Prisoners' Fund cases and 21 state wards. In all instances there is need of more frequent and consistent work with the state wards but lack of staff and traveling funds prohibit.

III. MOTHERS' AID

1. Finances

The foregoing table shows 731 of the total of 2,436 cases are Mothers' Aid. Ninety-four of the 731 cases were inquiries which could not be approved because of ineligibility of applicant or lack of Mothers' Aid Funds. In addition there were 235 inquiries or applications reported by 47 counties for the year 1928-29 and 261 reported by 46 counties for 1929-30. Thus actual record shows a total of 326 eligible mothers referred either to state or county welfare offices during the biennial period for whom the Aid was not available. On the basis of these reports a conservative estimate of the total number of mothers in the 100 counties of the state needing the Aid but for whom funds were not available is 500. The answers given by county superintendents of public welfare to the inquiry, "What is the weak point in the Mothers' Aid work in your county?" showed a unanimity of opinion. The answers were, "Insufficient funds and lack of supervision."

It is also the prevailing and apparently unanimous opinion of county superintendents that a definite portion of the state Mothers' Aid fund should not be set aside for Prisoners' Mothers' Aid cases as so comparatively few wives of prisoners can qualify. Moreover, it is believed that the entire state Mothers' Aid fund should be made available for all and any mother qualifying under the law; i. e., that the Mothers' Aid fund should be a lump sum as formerly.

This opinion is based on experience during 1929-30 in administering the \$50,000 Mothers' Aid fund as appropriated by the legislature of 1929 under three distinct divisions, namely:

- \$37,500 for General Mothers' Aid.
- 10,000 for Prisoners' Mothers' Aid (exclusively wives of prisoners who can qualify according to law).
- 2,500 for Aid exclusively in needy families of prisoners that cannot qualify for assistance in the Prisoners' Mothers' Aid division called "Emergency Prisoners' Fund."

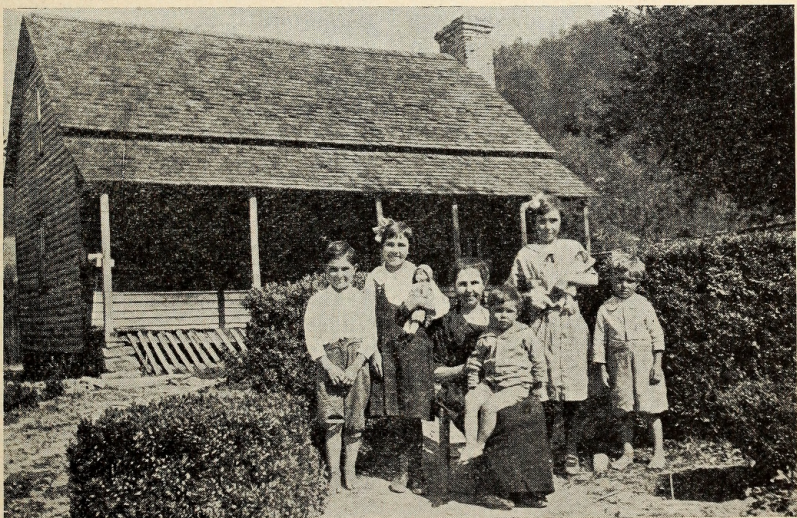
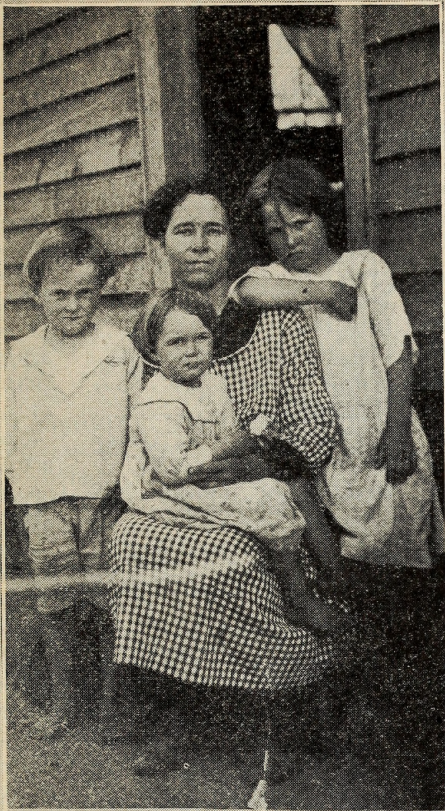
The following table shows the total expenditure in each portion of the state Mothers' Aid fund for the fiscal year, July 1, 1929, to July 1, 1930, the first year the fund was so divided and administered.

Division	Available	Spent	Balance
General M. A.	\$37,500.00	\$35,345.18	\$2,154.82
Prisoners' M. A.	10,000.00	2,978.25	7,021.75
Emergency Fund			
Prisoners' Families	2,500.00	2,130.33	369.67
	<hr/>	<hr/>	<hr/>
	\$50,000.00	\$40,453.76	\$9,546.24

Thus it is seen that while approximately 95% of the General Mothers' Aid fund, or portion, was spent, only 30% of the Prisoners' Mothers' Aid portion was used and 85% of the Emergency Prisoners' Fund.

The Emergency Prisoners' Fund is an entirely new project in expenditure of a state fund and will therefore be treated in detail in another section. But the percentage of total amount spent in the first year of its establishment, 85%, indicates it is meeting a need. On the other hand only 30% spent of the total \$10,000 available for Prisoners' Mothers' Aid, exclusively, would indicate that the 45 mothers and their 180 children (approximately) who benefitted in 1929-30 could have received aid just as well from a lump or General Mothers' Aid fund as formerly. For 333 families of prisoners had received aid from the Mothers' Aid fund in 1926-28. Thus 70% of the Prisoners' Mothers' Aid fund not spent in 1929-30 could have been used to meet the needs of some of the approximately 326 eligible applicants for whom funds were not available.

The two statements of disbursements show difference in amounts spent by counties in 1928-29 when the fund was administered in total or lump sum and in 1929-30 when administered in the three divisions or sections. The Emergency Prisoners' fund was not apportioned to counties on basis of population as were the funds for the other two sections, hence no statement of disbursements by county is given. See "Emergency Prisoners' Fund."



Scenes Around Mothers' Aid Homes

MOTHERS' AID FUND

Statement of Disbursements

Fiscal Year Ended June 30, 1929:

<i>County</i>	<i>Amount</i>	<i>County</i>	<i>Amount</i>
Alamance	\$841.00	Hyde	\$ 52.50
Alleghany	300.00	Iredell	592.50
Anson	818.70	Johnston	1,134.00
Ashe	299.50	Lee	175.00
Avery	360.00	Lenoir	495.00
Beaufort	787.50	Lincoln	320.00
Bertie	456.00	Macon	265.50
Bladen	475.80	Madison	472.50
Brunswick	252.50	Martin	75.00
Buncombe	1,482.50	McDowell	350.00
Cabarrus	633.00	Mecklenburg	1,800.00
Caldwell	000.00	Moore	514.50
Carteret	386.12	Nash	950.00
Caswell	396.18	New Hanover	820.00
Catawba	750.00	Northampton	550.00
Chatham	397.50	Orange	399.40
Cherokee	210.00	Pamlico	90.00
Chowan	115.00	Pasquotank	385.00
Clay	90.90	Pender	514.66
Cleveland	620.00	Pitt	887.50
Columbus	727.50	Polk	64.23
Craven	631.00	Randolph	682.00
Cumberland	595.00	Richmond	615.90
Dare	120.00	Robeson	1,227.50
Davidson	1,011.25	Rockingham	1,332.50
Davie	300.00	Rowan	970.00
Duplin	692.42	Rutherford	749.00
Durham	970.00	Scotland	250.02
Edgecombe	860.50	Stanley	620.00
Forsyth	2,025.50	Surry	732.00
Franklin	462.50	Swain	120.00
Gaston	1,197.04	Union	853.50
Graham	86.55	Vance	562.50
Granville	622.50	Wake	1,226.50
Greene	486.89	Warren	150.00
Guilford	1,917.50	Watauga	305.28
Halifax	986.69	Wayne	902.50
Harnett	360.00	Wilkes	435.00
Haywood	673.15	Wilson	690.00
Hertford	393.32		
State Grand Total			\$48,122.50
County Grand Total			\$48,122.50
			<hr/>
			\$96,245.00

MOTHERS' AID FUND

Statement of Disbursements

Fiscal Year Ended June 30, 1930

<i>County</i>	<i>General Mothers' Aid</i>	<i>Prisoners' Mothers' Aid</i>
Alamance	\$543.00	\$00.00
Alexander	180.00	000.00
Alleghany	122.88	000.00
Anson	470.40	000.00
Avery	202.50	000.00
Beaufort	535.00	000.00
Bertie	396.00	000.00
Bladen	328.00	000.00
Brunswick	217.50	30.00
Buncombe	1,042.50	170.00
Cabarrus	553.00	60.00
Caldwell	000.00	000.00
Caswell	261.60	000.00
Carteret	276.53	000.00
Catawba	587.00	124.12
Chatham	420.00	10.00
Cherokee	192.50	112.50
Clay	122.70	000.00
Cleveland	568.92	75.00
Columbus	540.00	000.00
Craven	423.75	85.20
Cumberland	410.00	000.00
Dare	87.46	000.00
Davidson	625.00	109.12
Duplin	471.90	000.00
Durham	677.50	000.00
Edgecombe	660.00	000.00
Forsyth	1,240.00	290.00
Franklin	442.50	000.00
Gaston	799.00	000.00
Graham	81.00	15.00
Granville	420.00	52.50
Greene	289.08	60.89
Guilford	1,285.00	120.00
Halifax	690.26	000.00
Harnett	210.00	000.00
Haywood	422.95	000.00
Hertford	271.08	000.00
Hyde	90.00	000.00
Iredell	650.00	000.00
Jackson	130.00	000.00
Johnston	792.50	110.00
Lee	157.50	000.00
Lenoir	480.49	60.00

MOTHERS' AID FUND—Continued

<i>County</i>	<i>General Mothers' Aid</i>	<i>Prisoners' Mothers' Aid</i>
Lincoln	\$285.00	\$000.00
Macon	210.00	000.00
Madison	305.00	000.00
Martin	232.50	105.00
McDowell	253.00	40.00
Mecklenburg	1,308.00	82.50
Montgomery	180.00	000.00
Moore	372.00	000.00
Nash	667.50	120.00
New Hanover	570.60	000.00
Northampton	420.13	52.50
Orange	287.00	52.48
Pamlico	150.00	29.88
Pasquotank	293.33	000.00
Pender	310.00	000.00
Person	120.00	000.00
Pitt	740.91	000.00
Randolph	504.50	000.00
Richmond	452.40	000.00
Robeson	915.00	215.00
Rockingham	688.56	140.00
Rowan	765.00	75.00
Rutherford	521.61	138.31
Scotland	220.00	000.00
Stanley	455.34	120.75
Surry	487.50	000.00
Tyrrell	45.00	15.00
Union	376.00	7.50
Vance	360.00	50.00
Wake	1,231.00	250.00
Warren	142.50	000.00
Watauga	239.40	000.00
Wayne	765.00	000.00
Wilkes	535.00	000.00
Wilson	570.00	000.00
State Grand Total.....\$35,345.18		\$2,978.25
County Grand Total\$35,345.18		\$2,978.25
\$70,690.36		\$5,957.50

The accompanying map on "Mothers' Aid" shows a total of 637 mothers and their children benefitting from this help during the biennial period.

- 113 Mothers received aid during July 1, 1928, to July 1, 1929, only.
- 307 Mothers received aid during July 1, 1929, to July 1, 1930, or for the greater part of the entire biennial period.
- 100 Mothers discontinued from Aid after July 1, 1929.
- 72 Mothers approved as new cases to receive aid after July 1, 1929.
- 45 Mothers received aid during July 1, 1929, to July 1, 1930, from the special \$10,000 fund set aside exclusively for Mothers' Aid in Prisoners' Families, this fund being available July 1, 1929.

A total of 79 counties participated with the state in the administration of this fund during each year of the biennial period. Of this group, Ashe, Chowan, Davie, Polk, and Swain dropped out after the first year, 1928-29, but were replaced by Alexander, Jackson, Montgomery, Person and Tyrrell for the second year, 1929-30. Hence there was a total of 84 of the 100 counties of the state using Mothers' Aid during the biennial period.

A total of 213 cases, not counting a few Prisoners' Mothers' Aid cases, were discontinued from aid during the biennial period, whereas, only 117 new cases replaced these. Moreover, of the 117 new cases 12 were in the 5 counties participating in 1929-30, but not in 1928-29 and replaced in 13 cases dropped in the 5 counties which participated for 1928-29 only. So, there was a total loss of 96 cases during this period. This may be attributed to the decrease of the Mothers' Aid fund from \$50,000 in 1928-29 to \$37,500 in 1929-30 plus the \$10,000 for use in Prisoners' Families exclusively there being only 45 Prisoners' Mothers' Aid cases to replace the cases discontinued because of the decreased fund.

2. Supervision and Casework

Every county administering the Aid has been visited and practically every family receiving this help has been contacted directly by a member of the Division's staff. The county superintendent of public welfare and state worker together have re-

viewed annually most of the cases relative to needs, continuance, discontinuance, etc. In 12 counties the state worker met in session with the county board of welfare and in three counties with the board of county commissioners for conference, not only regarding individual cases but also regarding the policies of administration of funds and the development of the Mothers' Aid program in the county.

During 1928-29 improved health standards and accurate budget keeping in each Mothers' Aid family were the aims emphasized. In 1929-30 the attention of both county and state worker was mainly directed toward readjustment to reduction of funds from \$59,302.36 available in 1928-29 to \$37,500, general Mothers' Aid Fund available in 1929-30.

Governor Gardner's "Live at Home" program was no new thing to Mothers' Aid families who could not well exist on the comparatively small grants they received if they were not in part self-sustaining from food produced at home. Of the 406 families on the active list June 30, 1930, about three-fourths, roughly estimating, live in rural sections or mill villages not only from Murphy to Manteo, but to Avon beyond Manteo. So, in an inventory of "Live at Home" measures in the 406 families, data in records show that 275 or about 91% of the rural families had gardens, 125 or 41% had cows, 150 or 50% had chickens and 125 or 41% had pigs. However, data on these points in the cases more recently approved were not always given and it is believed that an actual count would show a more nearly 100% record.

IV. EMERGENCY PRISONERS' FUND

At the request of the State Board of Charities and Public Welfare \$2,500 of the \$12,500 of the Mothers' Aid Fund set aside for use in prisoners' families exclusively is to be administered for needy prisoners' families not eligible to assistance from the Prisoners' Mothers' Aid Fund. That such a fund is needed is shown in part in "Finances" of Mothers' Aid.

The bill appropriating this Emergency Fund stipulated that it is to be administered according to rules and regulations drawn up by the State Board because this fund is so small it is not distributed on the basis of population as are the two other divisions of the Mothers' Aid Fund, but any county may apply for assistance to one or more cases eligible for this help.

These are the rules and regulations under which the Fund is administered:

1. That the county of legal residence of a prisoner meet the state fund with an equal amount for relief given to his family. Refund to be made to the county at the end of each quarter.
2. That financial assistance to a family or a member of a family so aided cease not later than 30 days after the father's release from prison.
3. That aid be given only in families of prisoners needing help for children under fourteen years of age.
4. The amounts given each family receiving such help should not exceed amounts specified in section 3 of the Mothers' Aid Act except in cases of children whom it may be necessary to board in approved boarding homes or schools.
5. That a thorough investigation of all applications for such help be made by the local superintendent of public welfare and submitted to the county board of public welfare and board of county commissioners for approval before application is sent to the State Board.
6. That a recipient or recipients of this aid continue under supervision of the county board of welfare and State Board of Welfare during the period that aid is received.
7. That in an emergency situation in a prisoners' family where legal residence cannot be established in a county or where a county cannot meet its share of relief needed, full financial responsibility for family's need be met from state fund.

The Emergency Fund was not available until July 1, 1929. As it offered financial aid to a type of family, or part of a family, to whom state funds had never before been available, the counties were at first a little slow in taking advantage of it. Of the 66 cases referred as needing this help, 40 were approved in 27 different counties. In 3 of these cases, involving 6 children, the state alone has provided for their needs. Four of these children were already state wards at the time the fund became available and two children were born after their mothers had been committed to State Prison.

Of the 40 cases, 4 mothers were themselves prisoners. There is a total of 9 children belonging to these 4 mothers. Another four mothers could meet requirements for Mothers' Aid with

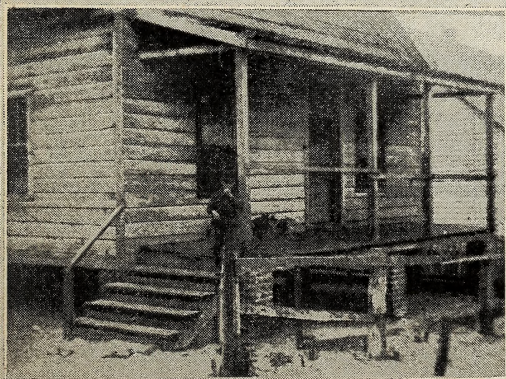
the exception of length of residence in a county. In 8 cases the 22 children involved were boarded apart from their families, either in boarding schools or boarding homes licensed by the State Board of Charities and Public Welfare.

In many instances, however, children who should have been removed from their parents and homes for an indefinite period by juvenile court order and cared for properly elsewhere were allowed to remain with the mother because little constructive work could have been done in the new environment before the father's short sentence would have been served and the children then necessarily, in most cases, returned home as the fund would then no longer be available.

The Emergency Fund has thus not only demonstrated the value and need of boarding home care for the 22 children who could receive it but further it shows the need of a fund for providing proper care for all children who should be removed from their home environment and who are not eligible for admission to existing institutions. The Emergency Fund has in a measure financially made the prisoner's child a favored child in that aid is available to him for social rehabilitation that it is not available for another child whose social need is similar and as great. Yet the prisoner's child who benefits from the Emergency Fund is likewise handicapped in that his real need is frequently of longer duration than his father's prison term. Unfortunately lack of space does not permit the citing of individual cases.

V. BOARDING HOME CARE FOR PROBLEM CHILDREN

Superintendents of orphanages, county superintendents of public welfare, probation officers of juvenile courts, superintendents of child placing agencies and the State Board are united in the opinion that there is a vast group of children in North Carolina who cannot be properly cared for by any existing means. This group includes children who are not eligible for admission to institutions, for child-placing, or long time care because of age, physical defect, problem conduct, or the fact that both parents are living, although improper guardians. Also it includes children who cannot receive the benefit of the Mothers' Aid fund because the mother cannot qualify for this help. Most of them are, or should be, juvenile court charges or state wards. Yet they are the most truly neglected children in the state as no agency is financially equipped to render them, or thru them the community service and help they need.



Above: Children being cared for in excellent boarding home.
 Below: Neglected children needing boarding home care.

Under Section 3 of the Consolidated Statutes 5006 the State Board of Charities and public welfare is authorized to assume responsibility of providing for these children; under Section 3 of Consolidated Statutes 5047 the judges of juvenile courts are authorized to commit such children to the State Board for such care. But lack of a state and county fund to maintain properly these children makes it impossible for the State Board and courts to act on the statutes except in a fraction of the cases needing such help.

On pages 39-42 of the biennial report of this Board for 1926-28 this subject was discussed in detail. No funds have ever been available for helping all these children as they need. But the Emergency Prisoners' Fund appropriated by the legislature of 1929 in several cases demonstrated what a boarding fund means to these neglected children. Likewise it demonstrated how limited is the help which such a fund necessarily administered on the basis of the father's sentence is to the prisoner's child. Every other child in this group should have an equal opportunity with the prisoner's child for a chance to a good home where he may overcome early handicaps over which he has no control and develop into a self-respecting, self-supporting citizen.

Believing that this group of children can be best served by the State Board, the North Carolina Orphanage Association, the North Carolina Conference for Social Service and the State Association of Superintendents of Public Welfare have each presented resolutions in their annual meetings for 1929-30 not only sponsoring such a plan but requesting that the legislature of 1931 appropriate a definite sum to be administered by the State Board for the benefit of this group of neglected and dependent children.

With the county and State administering this boarding home fund on the same 50-50 basis as the Mothers' Aid fund, for the present, much can be accomplished with a modest sum as a state fund, it is believed.

VI. INSPECTION AND LICENSING OF CHILD-CARING INSTITUTIONS

1. Maternity Homes

Sections 4 and 5 of Consolidated Statutes 5006 definitely makes the supervision of maternity homes a responsibility of the State Board. The minimum standards which these institutions must attain in order to be licensed are listed on pages 28-29 of the biennial report for 1924-26.

The four maternity homes have given excellent co-operation in attaining and maintaining these standards. However, two of the institutions were given only provisional licenses for 1929-30 as they failed to meet all the requirements. These institutions are: Faith Cottage, Asheville, which failed to keep adequate case and financial records.

Salvation Army Maternity Home, Wilmington, which did not provide a fire escape that met the requirements of the State Fire Insurance law for this type of building and institution.

These maternity homes are encouraged to serve only North Carolina girls as North Carolina girls seeking this help in institutions in neighboring states are frequently returned to the State Board for placement in maternity homes in this state. As space in such institutions in North Carolina is limited it thus seems fair to reserve it for inmates who are residents of the state. Not only sentiment but legislation is increasing to the effect that each state care for its own delinquents and dependents. As laws of legal settlement and child welfare are usually involved in the case of the unmarried mother interstate legal complications are avoided by serving North Carolina charges only.

The four maternity homes in this state are:

Faith Cottage, Asheville, Miss Christine Pratt, Superintendent.

Florence Crittenton Home, Charlotte, Mrs. Edna P. Cowgill, Superintendent.

Greensboro Rest Cottage, Greensboro, Mrs. V. D. Tucker, Superintendent.

Salvation Army Maternity Home, Wilmington, Miss Augusta Peterson, Superintendent.

2. Child-Placing Agencies

Two agencies have been licensed to do child-placing under Section 4 of the Consolidated Statutes 5006, during 1928-30, namely:

North Carolina Children's Home Society, Greensboro, J. J. Phoenix, Superintendent.

Junior League Baby Home and Hospital, Charlotte, Mrs. Billie Shaw Howell, Chairman Investigating and Placement Committee.

Also see statistical report as to population of these institutions in "Division of Institutions."

3. Boarding Homes

A number of private homes in different parts of the state have been licensed as boarding homes to give temporary or long time care to children under supervision of the juvenile court and the State Board. Rates vary from \$10 to \$40 per month per child according to his age, physical condition, or need. The average rate is \$20 per month per child. This sum includes "mothering and fathering" as well as training, food and shelter.

Applications have been received from other interested women who are eager to care for and train a child but whose financial situation does not permit them to give him a free home. Several of these applications have not yet been investigated.

Prospective boarding homes in Raleigh, Greensboro, Charlotte, Winston-Salem, Gastonia, and Asheville have been refused license as they did not meet the minimum standards of good boarding home care.

4. Private Agency Giving Temporary Care

The Junior League Blanche Carr Sterne Baby Home in Greensboro opened in the summer of 1928 providing temporary care for children under three years of age. It was licensed to operate from December 1st, 1928, to June 31, 1930. However, this home was closed in the spring of 1930, its board believing they could better serve a larger group of children by conducting a free baby clinic.

The Junior League Home for Babies in Asheville was licensed for the year 1928-29.

5. Day Nurseries

There are at present four day nurseries in the state operating for charitable purposes. Two have been licensed. They are:

Kings' Daughters' Day Nursery, Charlotte, Mrs. Leila D. Simpson, Superintendent.

Elizabeth City Day Nursery, Elizabeth City, Mrs. Mary Albright, Superintendent.

6. Institutions from which License was Withheld

A. License withheld because of inadequate facilities which did not meet minimum standard requirements for institution of type.

(1) Raleigh Negro Day Nursery, Raleigh. This institution failed to qualify because of (a) type of building, (b) insufficient

number of cribs for number of children served, (c) no isolation room.

(2) Greensboro Negro Day Nursery, Greensboro. This institution did not qualify because of (a) too crowded quarters, (b) insufficient number of cribs for number of children served, (c) no isolation room.

However each of these institutions have planned improvements which will enable them to qualify for license in 1930-31.

(3) Falcon Orphanage, Falcon. License has been withheld from this institution since July 1, 1927, because of (a) no fire escape and unsafe lighting system (these conditions were remedied in spring of 1930 however), (b) lack of facilities for adequate sanitation and for care of food, (c) proper medical care.

B. Proposed Institutions Refused License.

When a new or proposed child-caring institution files application for a license from State Board for operating in state it must present definite and satisfactory data on the following points:

- (1) Purpose of institution and territory it will serve;
- (2) Proof that such an institution is needed;
- (3) Evidence of backing of local community through willingness of prominent and responsible citizens to serve on its advisory board;
- (4) Evidence of adequate financial support to properly maintain such an institution and conserve the health and welfare of its inmates.

The proposed institutions listed below could not be approved for license as they failed to qualify:

1. American Rescue Workers' home for women and children, Burlington.
2. Mrs. Gladys P. Kern's Maternity Home for unmarried mothers, Winston-Salem.
3. Children's Emergency Home, A. C. Story, Superintendent, Hendersonville.
4. Emergency Home Free Gospel Missionary Society, B. Y. Gibson. For several years B. Y. Gibson has attempted to establish and operate an "Emergency Home" for women and children and to place children for adoption in foster homes. He has tried to maintain such a home at different times in Caldwell, Rutherford, Cleveland, Gaston, Union, and Richmond counties by soliciting funds in various sections of the

State and also by asking Judges of Juvenile Courts and parents to commit dependent and needy children to him for placement in such institution. None of these establishments have been licensed by the State Board.

VII. MEASURES NEEDED TO PROVIDE ADEQUATE DEVELOPMENT OF CHILD WELFARE PROGRAM

1. Increase of State Mothers' Aid Fund

On the basis of applications received for Mothers' Aid for which no funds were available it is estimated that approximately one thousand mothers instead of just four hundred should be receiving this help. The work is growing not only within the counties long participating in the administration of the state fund, but to new counties. Eighty-seven counties made application for their pro-rata share of the state fund for 1930-31 (though four counties were too late to be included in the apportionment). Hence it is estimated that a minimum lump (general and prisoners inclusive) of \$60,000 is needed to care for eligible mothers and their families for 1931-32.

Likewise with continued expansion a minimum of \$65,000 will be needed for 1932-33.

2. Fund for Boarding Home Care for Problem Children

Five thousand dollars is a minimum amount needed to launch a program of adequate care and protection for the dependent problem child from a problem home, or no home. With no agency financially equipped to provide for his needs he is truly neglected not only by his family but by his state. An ounce of prevention now in good homes with intelligent care under constructive supervision will be worth pounds of cure to the commonwealth later in court, prison, and eleemosynary institutional costs.

3. An Additional Member of Staff

An additional worker is needed for the Division of Child Welfare. Her duties would include (1) supervision of boarding homes for problem children maintained at state expense, and necessary case work for each child so cared for; (2) licensing all child caring institutions in state that are under supervision of the State Board; (3) licensing and supervision of all maternity homes in the state.

With the expansion of the Mothers' Aid work and the increased volume of work in all phases of the child welfare program the present staff of the Division of Child Welfare is not adequate in numbers to meet the duties and responsibilities placed in the Division by law. During the past biennium inspection of many child-caring institutions was necessarily neglected as there was no one available to carry on such work. When a call comes for service, the Division should be ready to meet it; at present this is impossible. So at least one more field agent for boarding homes and institutions should be added to the Division's staff.

4. Legislation Needed

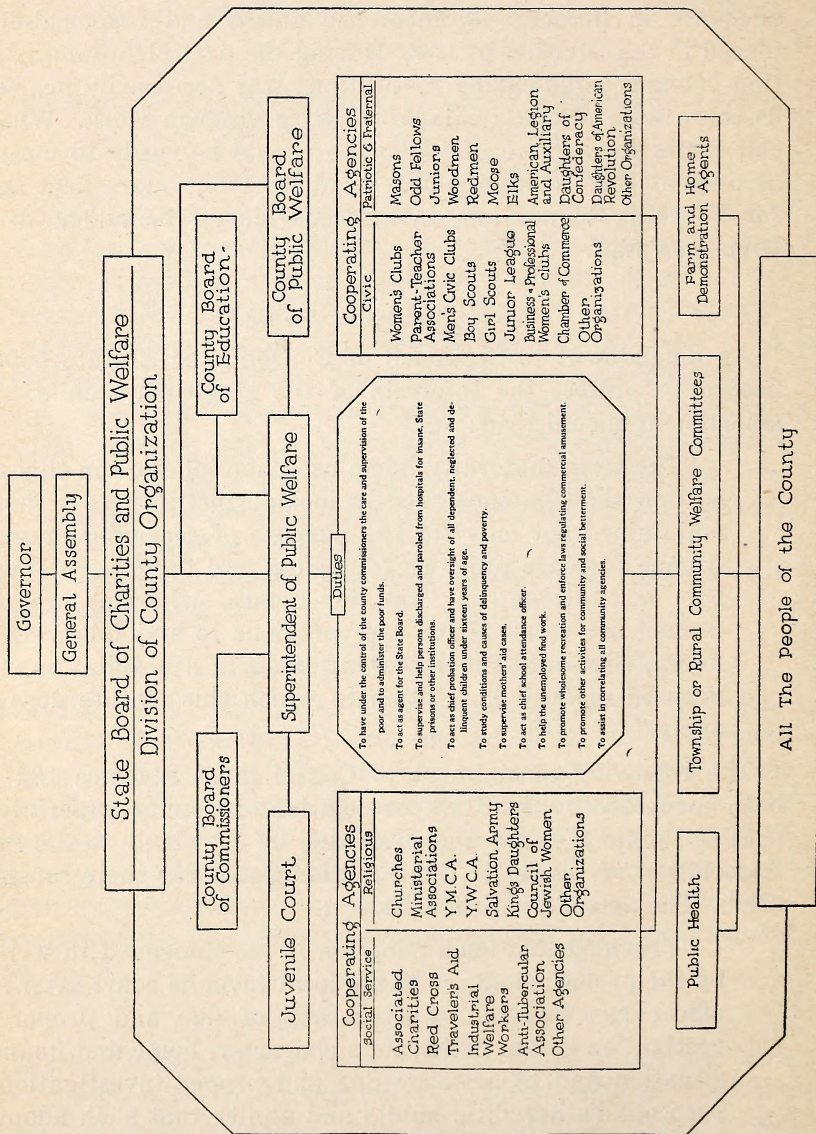
An amendment to Section 3 of Consolidated Statute 5006 is needed to protect the interests of the illegitimate child. The amendment should read:

"The term maternity home used hereinbefore in this subsection shall be construed to include institutions or homes maintained not only for the purpose of receiving pregnant women for care previous to, during and following delivery, but institutions or lying-in homes wherein pregnant women are received for care previous to and following delivery, the said delivery taking place in a hospital or other licensed medical institution to which this statute does not apply."

The following amendment to Consolidated Statutes 184 has been sponsored by the State Association of County Superintendents of Public Welfare and presented by that body to the State Association of Clerks of the Superior Court for their consideration. The amendment should read:

"Provided that such adoption is recommended in writing by the probation officer of the local juvenile court after said officer has determined by means of due and proper investigation of the petitioner's character, home and financial situation and likewise by due and proper investigation of such child's heredity, habits and ability that such adoption is conducive to the best interests of the child. Moreover all adoptions shall be reported in number each month to the superintendent of public welfare of the county wherein such adoption took place."

NORTH CAROLINA COUNTY PLAN OF PUBLIC WELFARE SHOWING COOPERATION OF PUBLIC AND PRIVATE AGENCIES IN A COUNTY WIDE PROGRAM



DIVISION OF COUNTY ORGANIZATION

Making social and economic conditions better for the people of this state is the greatest task imposed upon North Carolina at the present time.

Upon the Division of County Organization rests the responsibility of enlisting the interest and co-operation of the social agencies, both public and private, in the various counties in the state, in an effort to organize effective welfare programs designed, in so far as possible, to meet the needs of the local communities.

One of the healthiest signs for the future of the welfare program in this state is the spirit of co-operation that is growing among the various organizations and agencies in the counties and their efforts to work out effective county welfare programs.

COUNTY UNITS

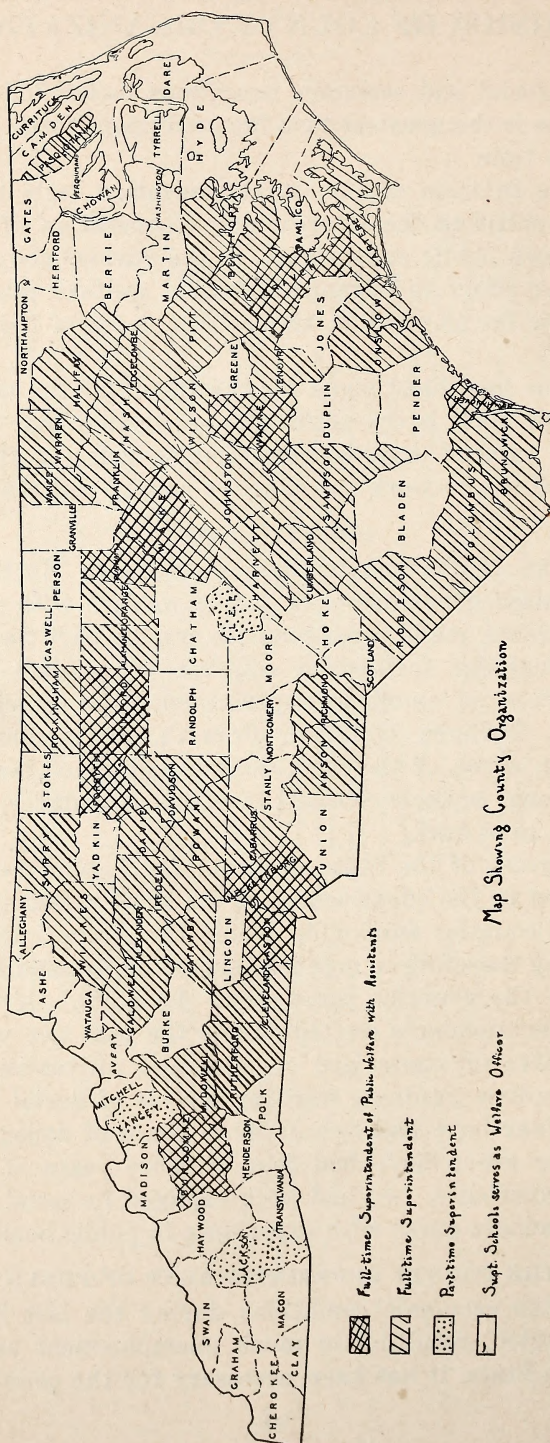
Forty-nine of the one hundred counties in North Carolina have organized departments of public welfare with whole time superintendents, while three counties employ part time workers. In the remaining forty-eight counties the superintendent of schools serves as ex-officio superintendent of public welfare. Buncombe, Durham, Guilford, Forsyth, Mecklenburg, Wake, and Wayne, seven of the most densely populated counties, employ additional workers to assist in school attendance, probation, and family case work.

The progress of the State program for Public Welfare must be measured by the effectiveness of the work rather than by the number of counties employing whole time superintendents. It is gratifying therefore to note the increasing demand for efficient workers in the counties throughout the state. Of the twelve county superintendents elected during the past two years, eight are graduates of recognized colleges and universities, two of whom have done graduate work in Schools of Social Work; and the other four have had two or more years of college training. Nine of the group have had four or more years of successful teaching experience, two had been engaged in social work, and one is a graduate nurse with experience in public health nursing.

WORK OF THE COUNTY SUPERINTENDENT OF PUBLIC WELFARE

Due to the economic conditions during the last half of the biennial period, resulting in much unemployment and dependency in the State, it has been necessary for the county superin-

BIENNIAL REPORT



tendents to spend more than the usual amount of time in doing relief work.

The county welfare departments have been carrying a heavier burden than usual, both in quantity and types of service. However, through juvenile court and probation work, enforcement of the school attendance and child labor laws, mental hygiene and pre-school clinics and in some instances, the promotion of organized recreation, the major program in the counties has aimed to be preventive rather than remedial.

WORK OF THE DIVISION OF COUNTY ORGANIZATION

The work of the Division of County Organization may be classified as follows:

1. Organization of county welfare departments.
2. Appointment and organization of county boards of public welfare.
3. Annual public welfare institutes and district welfare conferences.
4. Standardization of juvenile courts.
5. Interpretation and tabulation of reports.

It is the aim of the Director, in carrying out the duties of the Division, to stress the value of constructive county welfare programs, the need for trained social workers, in both county and city welfare departments, and to encourage a spirit of co-operation and understanding among the public and private agencies.

As a means to this end the Director has addressed thirty different groups interested in county welfare work during the biennial period. These included the state meeting of juvenile court judges, state Parent-Teacher Association, county and city councils of social agencies, women's clubs, men's civic clubs, district welfare conferences and county-wide meetings called for the purpose of organizing county welfare programs. Also the Director has made two hundred and twenty-three county visits in the interest of welfare work during the past two years. This represents work in the following forty-eight counties: Alexander, Ashe, Beaufort, Bertie, Buncombe, Camden, Catawba, Chowan, Cleveland, Cumberland, Currituck, Davidson, Duplin, Edgecombe, Gates, Granville, Guilford, Halifax, Harnett, Hertford, Iredell, Johnston, Lincoln, Madison, Martin, McDowell, Mecklenburg, Moore, Nash, Northampton, Onslow, Orange, Pasquotank, Pender, Perquimans, Pitt, Polk, Richmond, Rockingham, Tyrrell, Union, Vance, Warren, Washington, Wayne, Wilkes, Wilson, Yancey.

The type of work done in the counties varied according to the needs presented. The Director assisted the local boards in nine counties in the selection of qualified persons to serve as county superintendents of public welfare. Assistance was also given in the selection of workers in three city welfare departments. Visits were made to all counties having newly elected superintendents of public welfare. Several days were spent in each county studying the entire field of work and assisting the superintendent in outlining a county-wide program designed to reach the rural as well as the urban communities.

Due to the economic depression the Division was called upon during the winter of 1929-30 to assist in organizing county forces for emergency relief. Twenty-eight counties were visited by the Director in the interest of this special organization work. County-wide relief committees were set up, temporary employment agencies organized and in some instances intensive drives for funds were instituted in an effort to care for the dependent families in the local communities.

PUBLIC WELFARE INSTITUTES

The Institutes of Public Welfare held annually under the direction of the State Board of Public Welfare and the School of Public Welfare of the State University continue to grow in popularity and effectiveness. These institutes serve as a means of keeping the county superintendents of public welfare and other social workers in touch with the newer methods and the scientific approach to social problems.

The 1928 Institute centered about the child. The following year, the juvenile court and mental hygiene were the topics for discussion, with the week being equally divided between the two. The average attendance at these Institutes is one hundred and twenty-five and includes superintendents of public welfare, probation officers, juvenile court judges, members of the county boards of public welfare and laymen interested in social problems.

DISTRICT WELFARE CONFERENCES

The district welfare conferences are proving to be an effective means of informing the public of the social problems in the state and of enlisting the co-operation of organizations and agencies interested in ways and means of solving these problems.

A series of six district conferences are held annually under the auspices of the association of county superintendents of public welfare and the division of county organization, repre-

senting the State Board. Representatives of public and private welfare agencies, boards of public welfare, churches, civic clubs, and other organizations from every county in the district attend these conferences. Last year the registration totaled 480. This did not represent the entire attendance since many who were present did not register.

Each year the programs are planned to emphasize some special phase of welfare work dealing primarily with local problems. In so far as possible speakers and discussion leaders are secured who are familiar with social conditions in the local districts. Opportunity is given for an informal discussion of every topic and all who attend are encouraged to participate in the round table discussions following each lecture.

Both in 1928 and 1929 series of district welfare meetings dealt with the same topics as had been discussed at the preceding Institutes.

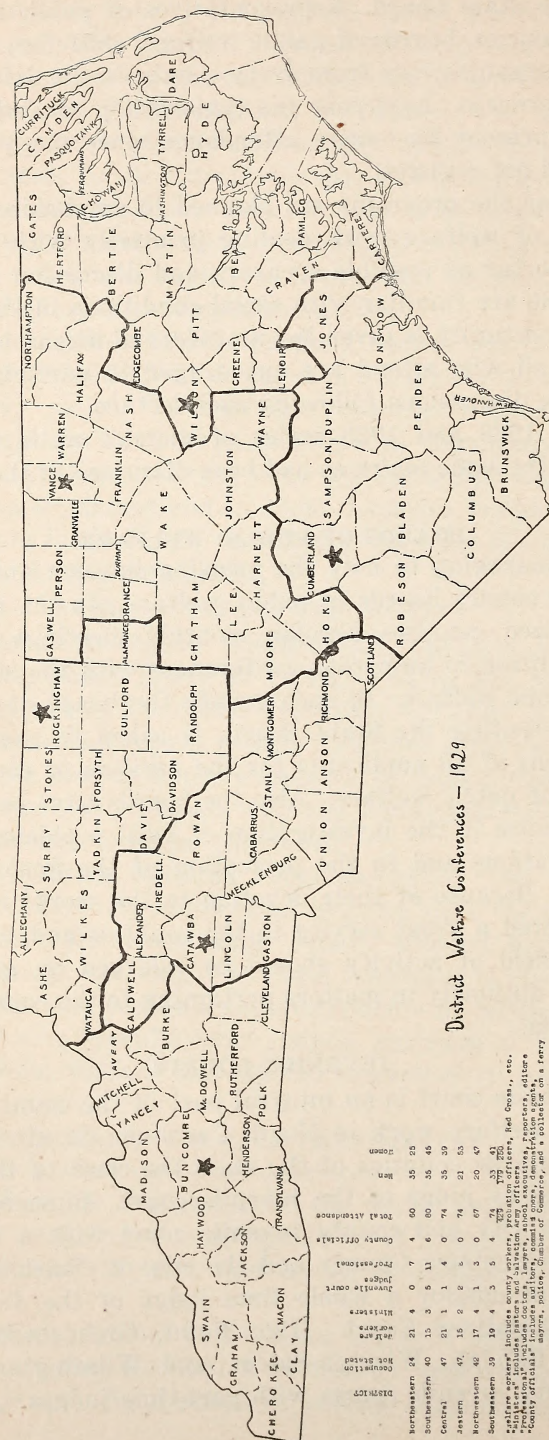
BOARDS OF PUBLIC WELFARE

It is encouraging to note the growing interest and co-operation of the county boards of public welfare. In the majority of the organized counties regular monthly meetings have been held in addition to numerous conferences with the superintendents of public welfare. In each county the board of public welfare, representing the State Board, is asked to pass upon the qualifications of all applicants for the position of county superintendent of public welfare. Also the boards have been of valuable assistance in the investigation of local problems, Mothers' Aid applications and in the promotion of the general welfare programs. Because of their devotion to the work these boards have rendered a great service to the counties and to the state, but their field of activity should be enlarged by giving them more legal authority in matters pertaining to the county welfare departments.

JUVENILE COURTS

The juvenile court is an integral part of the county unit plan for public welfare work in North Carolina. In ninety-eight of the one hundred counties of the state the clerk of the superior court serves as judge of the juvenile court. Buncombe County has a joint city and county juvenile court with a whole time judge. Mecklenburg County and the city of Charlotte by joint arrangement employ a whole time judge of the Juvenile and Domestic Relations Court. High Point, Greensboro, Hickory, Gastonia, Raleigh, Winston-Salem, and Wilmington maintain separate city juvenile courts with part-time judges.

BIENNIAL REPORT



A state Juvenile Court Committee of which the Director of County Organization is a member, was appointed by the North Carolina Conference of Social Service last year to make a study of the one hundred and seven juvenile courts in North Carolina. The purpose of the study was to find out how the juvenile courts function, the effectiveness of the work, the personnel of the courts; and on the basis of the facts gathered from the survey make recommendations calculated to improve the work of the courts. Of the one hundred and seven questionnaires sent out to county and city courts seventy-seven, or seventy-two per cent, were returned.



Juvenile Court Work - 1928-30

The salaries of juvenile court judges, according to the reports received from the courts, range from twenty-five dollars per year for a part-time judge to three thousand dollars for a whole time judge of a joint city and county court. One county reported that the judge received two dollars for every juvenile case handled. Another county reported a fee of ten dollars per case. Many clerks receive no remuneration whatever for their additional duties as judge.

Lack of adequate personnel was found to be the chief weakness of the juvenile courts in the state. There are only six full-time and four part-time white boys' probation officers, seven full-time and seven part-time girls' probation officers, five full-time and six part-time Negro probation officers in the state. In forty-two counties the superintendent of public welfare is the only probation officer. With the many other duties of his office only a limited amount of time can be given to probation and juvenile court work; therefore the superintendent may be considered part-time probation officer. In forty-eight counties in the state the officials of the juvenile court are the clerk of the superior court and the county superintendent of schools who is ex officio superintendent of public welfare.

The minimum staff for any juvenile court no matter how small the population should be a part-time judge who has a sympathetic understanding of children and parents and at least one

trained worker who serves as chief probation officer. Every court should have some facilities for physical examinations and for psychiatric study of problem children. In the more densely populated counties with large urban communities there are needed whole-time judges having special training for the work, and an adequate staff of probation officers with personal qualifications developed by training and experience.

Evidence of the fact that the juvenile courts in the state are dependent upon the co-operation of the county superintendents of public welfare and other probation officers for their effectiveness is seen from the reports of the work done by fifty of the courts during the last biennial period. The records show that 6,682 dependent and 12,782 delinquent children under sixteen years of age were handled during the biennial period, making a total of 19,464 cases. Of this number 57.9% were adjusted by the superintendents of public welfare or other probation officers without bringing the children into court. These included cases of dependency, neglect, delinquency, and other maladjustments. The majority of these cases were adjusted through family rehabilitation, probation, temporary supervision, recreation, and various co-operative community activities. The remaining 8,197 cases, or 42.1% of the total number, were handled officially by the courts. Of this number 2,636 were placed on probation, 1,237 in foster homes, 1,338 in institutions and the remaining 2,986 dealt with in various other ways depending upon the nature of each case.

The number committed to institutions includes the mentally defective sent to Caswell Training School, the dependents placed in orphanages or committed to the Children's Home Society for placement in foster homes, temporary commitments to detention homes, also commitments to Jackson and Eastern Carolina Training Schools for boys, Samarcand Manor for girls, Morrison Training School for Negro boys and the N. C. Industrial School for Negro girls at Efland.

In order to standardize juvenile court and probation work in the State it is necessary that the State Board have at least one trained worker who will give all of his time to this work. Therefore it is recommended that a Division of Juvenile Courts be created by the State Board for the purpose of making an intensive study of the juvenile court in the state with a view to establishing a more uniform system for conducting the courts and securing more and better trained workers to carry on the work.

COUNTY SUPERINTENDENTS OF PUBLIC WELFARE

Alamance	P. H. Fleming.....	Burlington
Alexander	Mrs. M. L. Gwaltney.....	Taylorsville
Alleghany	J. M. Cheek, Superintendent of Schools.....	Sparta
Anson	Miss Mary Robinson.....	Wadesboro
Ashe	R. E. L. Plummer, Superintendent of Schools.....	Jefferson
Avery	Miss Thelma Church.....	Crossnore
Beaufort	Mrs. Olive R. Hodges.....	Washington
Bertie	Herbert W. Early, Superintendent of Schools.....	Windsor
Bladen	W. W. Woodhouse, Supt. of Schools.....	Elizabethtown
Brunswick	D. E. Robinson.....	Southport
Buncombe	E. E. Connor.....	Asheville
Burke	R. L. Patton, Supt. of Schools.....	Morgantown
Cabarrus	D. Ray McEachern.....	Concord
Caldwell	Mrs. Cathleen Warren.....	Lenoir
Camden	L. L. Stevens, Supt. of Schools.....	Indian Town
Carteret	Mrs. F. C. Salisbury.....	Beaufort
Caswell	V. E. Swift, Supt. of Schools.....	Yanceville
Catawba	Miss Margaret Brietz.....	Newton
Chatham	W. R. Thompson, Supt. of Schools.....	Pittsboro
Cherokee	A. L. Martin, Supt. of Schools.....	Murphy
Chowan	R. H. Bachman, Supt. of Schools.....	Edenton
Clay	A. J. Bell, Supt. of Schools.....	Hayesville
Cleveland	J. B. Smith.....	Shelby
Craven	Mrs. Agnes Barnhart.....	Whiteville
Columbus	Mrs. John D. Whitford.....	New Bern
Cumberland	Mrs. Hilda Kite.....	Fayetteville
Currituck	Miss Maude Newbury, Supt. of Schools.....	Currituck
Dare	F. T. Johnson, Supt. of Schools.....	Manteo
Davidson	Miss A. Mack Harris.....	Thomasville
Davie	Mrs. Queen Bess Kennan.....	Mocksville
Duplin	J. O. Brown, Supt. of Schools.....	Kenansville
Durham	W. E. Stanley.....	Durham
Edgecombe	Mrs. Sibyl Fields Lewis.....	Tarboro
Forsyth	A. W. Cline.....	Winston-Salem
	Karl Davis, City Welfare Dept.....	Winston-Salem
Franklin	E. C. Perry.....	Louisburg
Gaston	Mrs. Gertrude Keller.....	Gastonia
Gates	J. S. Moore, Supt. of Schools.....	Gatesville
Graham	R. C. Barrett, Supt. of Schools.....	Robbinsville
Granville	J. F. Webb, Supt. of Schools.....	Oxford
Greene	H. G. Robertson, Supt. of Schools.....	Snow Hill

Guilford	Mrs. Blanche Carr Sterne.....	Greensboro
	Mrs. Georgia F. Hammond, City Welfare Dept..	High Point
Halifax	J. B. Hall.....	Scotland Neck
Harnett	Mrs. Anna B. Lewis.....	Lillington
Haywood	Homer Henry, Supt. of Schools.....	Waynesville
Henderson	R. G. Andrews, Supt. of Schools.....	Hendersonville
Hertford	J. Robert Brown, Supt. of Schools.....	Winton
Hoke	W. P. Hawfield, Supt. of Schools.....	Raeford
Hyde	G. M. Guthrie, Supt. of Schools.....	Swan Quarter
Iredell	Miss Evelyn Pope.....	Statesville
Jackson	A. D. Parker, (Part time).....	Sylva
Johnston	Mrs. D. J. Thurston.....	Smithfield
Jones	A. C. Holland, Supt. of Schools.....	Trenton
Lee	E. O. McMahan, (Part time).....	Sanford
Lenoir	G. B. Hanrahan.....	Kinston
Lincoln	J. N. Hauss, Supt. of Schools.....	Lincolnton
Macon	M. D. Billings, Supt. of Schools.....	Franklin
Madison	G. M. Blankenship, Supt. of Schools.....	Marshall
Martin	R. A. Pope, Supt. of Schools.....	Williamston
McDowell	R. V. McGimsey.....	Marion
Mecklenburg	M. M. Grey.....	Charlotte
Mitchell	J. A. Steele, Supt. of Schools.....	Bakersville
Montgomery	J. S. Edwards, Supt. of Schools.....	Troy
Moore	H. Lee Thomas, Supt. of Schools.....	Carthage
Nash	Mrs. J. K. Smith.....	Nashville
New Hanover ...	W. P. McGlaughon.....	Wilmington
Northampton ...	P. J. Long, Supt. of Schools.....	Jackson
Orange	George Lawrence.....	Chapel Hill
Onslow	Mrs. J. M. Sanders.....	Jacksonville
Pamlico	H. C. Banks, Supt. of Schools.....	Bayboro
Pasquotank	A. H. Outlaw.....	Elizabeth City
Pender	T. T. Murphy, Supt. of Schools.....	Burgaw
Perquimans	E. E. Bundy, Supt. of Schools.....	Hertford
Person	S. G. Winstead, Supt. of Schools.....	Roxboro
Pitt	K. T. Futrell.....	Greenville
Polk	P. S. White, Supt. of Schools.....	Columbus
Randolph	T. E. Bulla, Supt. of Schools.....	Asheboro
Richmond	O. G. Reynolds.....	Rockingham
Robeson	Miss Elizabeth Frye.....	Lumberton
Rockingham	Miss Lona Glidewell.....	Reidsville
Rowan	Mrs. Mary O. Linton.....	Salisbury
Rutherford	Mrs. Fannie W. Cantrell.....	Rutherfordton

Sampson	A. W. Daughtry.....	Clinton
Scotland	L. M. Peele, Supt. of Schools.....	Laurinburg
Stanley	James M. Sifford, Supt. of Schools.....	Albemarle
Stokes	J. C. Carson, Supt. of Schools.....	Germanton
Surry	L. F. Walker.....	Elkin
Swain	E. W. S. Cobb, Supt. of Schools.....	Bryson City
Transylvania ...	S. P. Verner, Supt. of Schools.....	Brevard
Tyrrell	W. D. Cox, Supt. of Schools.....	Columbia
Union	Claud F. Gaddy, Supt. of Schools.....	Monroe
Vance	Mrs. W. B. Waddill.....	Henderson
Wake	Mrs. T. W. Bickett.....	Raleigh
Warren	Miss Lucy Leach.....	Littleton
Washington	J. W. Norman, Supt. of Schools.....	Plymouth
Watauga	Smith Hagaman, Supt. of Schools.....	Boone
Wayne	D. C. Sebastian.....	Hayes
Wilkes	R. H. Edwards.....	Goldsboro
Wilson	James T. Barnes.....	Wilson
Yadkin	C. W. Riden, Supt. of Schools.....	Yadkinville
Yancey	E. D. Wilson, Supt. of Schools.....	Burnsville

DIVISION OF INSTITUTIONS

One of the duties of the State Board of Charities and Public Welfare is "to investigate and supervise the whole system of the charitable and penal institutions of the State, and to recommend such changes and additional provisions as it may deem needful for their economical and efficient administration."

Such an obligation implies frequent inspection and close attention to each institution, and yet in most instances the institutions have been reached only once or twice during the biennial period because of inadequate funds for inspections and necessary services to the institutions.

These institutions include the three State Hospitals for Insane, Caswell Training School, Orthopedic Hospital, two institutions for Confederate men and women, State Prison, Farm Colony for Women, four institutions for delinquents, 35 private and county child-caring institutions, four maternity homes, four private hospitals for mental patients, 300 county and city jails, 50 county prison camps and 89 county homes. The total average daily population of these institutions is approximately 20,000.

The Division of Institutions, originally Bureau of Institutional Supervision, was created by the Board for the purpose of fulfilling the law quoted above. However, the work is distributed among three divisions, Child Welfare, Mental Hygiene and the Division just mentioned.

Since the Division of Child Welfare is responsible for inspecting and licensing child-caring institutions nothing more than statistics will be presented in this report. For other information regarding child-caring institutions, see the report of the Division of Child Welfare. Nothing is included in this report regarding institutions for mental patients except the population of the State institutions. For other information see the report of the Division of Mental Health and Hygiene.

Since April 1, 1930, the Director has acted as Assistant to the Commissioner.

Statistical knowledge of our public welfare problems is essential. Statistical work has also been neglected because inadequate office facilities have not been available.

I. Institutions for Dependent Children

Institution	Chief Executive Officer	Location	Date Founded	Capacity
Alexander Home.....	Mrs. Fannie Sharpe.....	Charlotte.....	1894	43
Buncombe County Children's Home.....	Miss Emma Donoho.....	Asheville.....	1891	45
Catholic Orphanage.....	Rev. George Wood.....	Nazareth.....	1899	284
Christian Orphanage.....	Rev. Chas. D. Johnston.....	Elon College.....	1904	150
Colored Orphanage of North Carolina.....	H. P. Cheatham.....	Oxford.....	1883	250
Eliada Orphanage.....	Rev. L. B. Compton.....	Asheville.....	1904	100
Falcon Orphanage.....	J. A. Culbreth.....	Falcon.....	1909	69
Forsyth County Children's Home*.....	A. W. Cline, S. P. W.....	Winston-Salem.....	1928	20
Freewill Baptist Orphans Home.....	J. H. Bennett.....	Middlesex.....	1920	90
Gaston County Children's Home.....	Mrs. Gertrude Keller, Supt. Public Welfare.....	Gastonia.....	1929	14
Grandfather Orphan's Home.....	Rev. E. G. Smith.....	Banner Elk.....	1914	85
I. O. O. F. Home.....	Rev. E. L. Stake.....	Goldsboro.....	1892	150
Kennedy Home (Branch of Mills Home).....	R. H. Hough.....	Kinston.....
National Orphan's Home.....	W. M. Shuford.....	Lexington.....	1926	130
Junior League Baby Home*.....	Mrs. W. H. Williamson, Jr.....	Charlotte.....	1926	22
Juvenile Relief Home*.....	Mrs. Everett A. Lockett.....	Winston-Salem.....	1923	19
Maxwell Training School.....	J. E. Lancaster.....	Franklin.....	1923	34
Memorial Industrial School (Negroes).....	W. F. Crutcher.....	Winston-Salem.....	1900	90
Methodist Children's Home.....	O. V. Woolsey.....	Winston-Salem.....	1909	245
Methodist Protestant Children's Home.....	Rev. A. G. Dixon.....	High Point.....	1910	85
Methodist Orphanage.....	Rev. A. S. Barnes.....	Raleigh.....	1899	340
Mills Home (Includes Kennedy Home).....	Rev. M. L. Kesler.....	Thomasville.....	1885	516
Mountain Orphanage.....	J. H. Gruver.....	Black Mountain.....	1904	62
Nazareth Orphan Home.....	Rev. W. H. McNairy.....	Rockwell.....	1906	60
North Carolina Childrens Home Society†.....	J. J. Phoenix.....	Greensboro.....	1903	35
Oxford Orphanage.....	Rev. C. K. Proctor.....	Oxford.....	1872	403
Presbyterian Orphans Home.....	Jos. B. Johnston.....	Barium Springs.....	1891	360
Pasquotank County Children's Home.....	Rev. A. H. Outlaw, Supt. Public Welfare.....	Elizabeth City.....	1924	15
Pythian Home.....	J. W. Knowles.....	Clayton.....	1910	70
Quaker Children's Home.....	J. A. Price.....	McConnells.....	1927	15
South Mountain Industrial Institute.....	Miss Ora Hull.....	Bostie.....	1919	41
Thompson Orphanage.....	Rev. W. H. Wheeler.....	Charlotte.....	1887	112
Wright Refuge*.....	Mrs. Octavia Evans.....	Durham.....	1922	50

*Local Institutions for Temporary Care.

†Child-Placing Agency.

Institutions	Children Remaining in Institutions January 1, 1928	Admissions			Children Cared for During Year	Total Discharges	Children Remaining in Institutions December 31, 1928
		New	Read- missions	Total			
OVER 150 CAPACITY							
Catholic Orphanage.....	103	78	-----	78	181	41	140
Children's Home.....	238	35	-----	35	273	27	246
Junior Order Orphanage.....	-----	133	-----	133	133	4	129
Methodist Orphanage.....	249	67	-----	67	316	24	292
Mills Orphanage.....	613	82	2	84	697	82	615
Oxford Orphanage.....	407	50	-----	50	457	41	416
Presbyterian Orphanage.....	356	41	1	42	298	44	354
150 CAPACITY AND UNDER							
Alexander Home.....	39	11	2	13	52	12	40
Buncombe County Children's Home	35	20	6	26	61	22	39
Christian.....	99	28	-----	28	127	9	118
Eliada.....	70	4	-----	4	74	3	71
Falcon.....	56	5	-----	5	61	10	51
Freewill Baptist.....	83	19	-----	19	102	10	92
Grandfather.....	76	15	-----	15	91	4	87
I. O. O. F. Home.....	105	10	-----	10	115	15	100
Methodist Prot. Children's Home...	78	7	-----	7	85	13	72
Mountain.....	58	5	-----	5	63	11	52
Nazareth.....	47	9	-----	9	56	9	47
Pythian Home.....	48	6	1	7	55	3	52
Thompson.....	111	27	-----	27	138	29	109
NEGROES							
Colored Orphanage.....	256	51	-----	51	207	44	263
Forsyth County Children's Home...	-----	11	-----	11	11	3	8
Memorial Ind. School.....	42	2	-----	2	44	8	36
CHILD-PLACING AND TEMPORARY CARE							
Blanche Carr Sterne Baby Home...	3	13	-----	13	16	12	4
Children's Home Society.....	43	62	32	94	137	33	44
Jr. League Baby Home, Charlotte...	11	33	-----	33	44	18	26
Jr. League Baby Home, Asheville...	-----	-----	-----	-----	-----	-----	-----
Juvenile Relief Home.....	9	27	2	29	38	25	13
Wright Refuge.....	28	70	6	76	104	72	32
Total.....	3,263	921	52	973	4,236	688	3,548

Institutions	Children Remaining in Institutions January 1, 1929	Admissions			Children Cared for During Year	Total Discharges	Children Remaining in Institutions December 31, 1929
		New	Read- missions	Total			
OVER 150 CAPACITY							
Catholic Orphanage.....							
Children's Home.....	246	23		23	269	29	240
Junior Order Orphanage.....	129	11		11	140	10	130
Methodist Orphanage.....	292	72	1	73	365	28	337
Mills Orphanage.....	615	68	2	70	685	53	632
Oxford Orphanage.....	416	29		29	445	42	403
Presbyterian Orphanage.....	354	49	3	52	406	47	359
150 CAPACITY AND UNDER							
Alexander Home.....	40	14		14	54	11	43
Christian.....	118	18		18	136	24	112
Eliada.....	71	4		4	75	6	69
Falcon.....	51	12		12	63	8	55
Freewill Baptist.....							
Grandfather.....	86	17		17	103	16	87
I. O. O. F. Home.....							
Methodist Prot. Children's Home.....							
Mountain.....							
Nazareth.....	47	3		3	50	3	47
Pythian Home.....	52	3		3	55	3	52
Thompson.....	109	15	3	18	127	23	104
Quaker Children's Home.....	7	8		8	15		15
South Mountain Ind. Institute.....	37	51	10	61	98	47	51
NEGROES							
Colored Orphanage.....	263	34		34	297	50	247
Memorial Ind. School.....	35	26		26	61	9	52
CHILD-PLACING AND TEMPORARY CARE							
Buncombe County Children's Home.....	39	27	10	37	76	35	41
Children's Home Society.....	44	52	24	76	120	81	39
Forsyth County Children's Home.....	8	36	6	42	50	30	20
Gaston County Children's Home.....		23		23	23	9	14
Jr. League Baby Home, Charlotte.....	17	26		26	43	4	39
Juvenile Relief Home.....	14	18		18	32	14	18
Pasquotank Co. Children's Home.....	10	13	2	15	25	12	13
Wright Refuge.....	32	54	26	80	112	72	40
Total.....	3,132	706	87	793	3,925	666	3,259

DISPOSITION OF CHILDREN DISCHARGED FROM INSTITUTIONS DURING 1928

Disposition	Total
Placed in Homes.....	123
To Parents or Relatives.....	339
Schools and Colleges.....	31
Hospitals for Training.....	8
To Work.....	23
Institutions for Delinquents.....	5
Caswell Training School.....	4
Ran Away.....	27
Died.....	7
Other.....	120
Sanatorium.....	1
Total Discharge.....	688

DISPOSITION OF CHILDREN DISCHARGED FROM INSTITUTIONS DURING 1929

Disposition	Total
Placed in Homes.....	122
To Parents or Relatives.....	414
Schools and Colleges.....	14
Hospitals for Training.....	16
To Work.....	19
Institutions for Delinquents.....	20
Caswell Training School.....	4
Ran Away.....	9
Died.....	12
Other.....	36
Total Discharges.....	666

CHILDREN CARED FOR IN NORTH CAROLINA ORPHANAGES DURING YEAR 1928

Institution	Total	Boys	Girls	Orphans	Half Orphans		Parents Living
					Mother Dead	Father Dead	
Catholic Orphanage.....	181	119	62	24	28	57	72
Children's Home.....	273	120	153	81	50	118	24
Junior Order Orphanage.....	133	63	70	21		112	
Methodist Orphanage.....	316	145	171	90	42	184	
Mills Orphanage.....	697	331	366	258	65	307	67
Oxford Orphanage.....	457	229	228	146	38	258	15
Presbyterian Orphanage.....	398	191	207	98	109	150	41
Alexander Home.....	52	26	26	5	19	16	12
Buncombe County Children's Home.....	61	27	34	9	11	16	25
Christian.....	127	66	61	29	24	66	8
Eliada.....	74	30	44	38	15	7	14
Faleon.....	61	26	35	20	29	11	1
Freewill Baptist.....	102	52	50	31	9	61	1
Grandfather.....	91	37	54	19	25	38	9
I. O. O. F. Home.....	115	64	51	28		83	4
Methodist Protestant Children's Home.....	85	42	43	29	12	35	9
Mountain.....	63	32	31	14	9	36	4
Nazareth.....	56	31	25	23	17	16	
Pythian Home.....	55	33	22	10	3	42	
Thompson.....	138	60	78	25	42	40	31
Colored Orphanage.....	307	138	169	139	86	62	20
Memorial Ind. School.....	44	19	25	22	14	5	3
Blanche Carr Sterne Baby Home*.....							
Children's Home Society.....	137	70	67	1	15	20	101
Forsyth County Children's Home.....	11	5	6	2	4	2	3
Junior League Baby Home, Charlotte.....	42	19	23				
Junior League Baby Home, Asheville*.....							
Juvenile Relief Home*.....							
Wright Refuge.....	104	52	52	7	15	19	63
Total.....	4,180	2,027	2,153	1,169	681	1,761	527

*Reports on these institutions incomplete.

**CHILDREN CARED FOR IN NORTH CAROLINA ORPHANAGES
DURING YEAR 1929**

Institution	Total	Boys	Girls	Orphans	Half Orphans		Parents Living
					Mother Dead	Father Dead	
Catholic Orphanage.....							
Children's Home.....	269	122	147	77	51	118	23
Junior Order Orphanage.....	*130	61	69	24		106	
Methodist Orphanage.....	365	172	193	91	45	228	1
Mills Orphanage.....	685	317	368	245	55	323	62
Oxford Orphanage.....	445	217	228	134	40	258	13
Presbyterian Orphanage.....	406	200	206	112	102	153	39
Alexander Home.....	54	26	28	3	18	16	17
Christian.....	136	68	68	29	32	61	14
Eliada.....	75	28	47	33	17	10	15
Falcon.....	63	29	34	20	26	15	2
Freewill Baptist.....							
Grandfather.....	103	42	61	17	28	45	13
I. O. O. F. Home.....							
Methodist Protestant Children's Home.....							
Mountain.....							
Nazareth.....	50	27	23	20	17	13	
Pythian Home.....	55	32	23	12		43	
Quaker Children's Home.....	15	6	9	1	3		
Thompson.....	127	58	69	28	34	37	28
South Mountain Ind. Institute.....	98	48	50	11	24	21	42
Colored Orphanage.....	297	146	151	137	61	83	16
Memorial Ind. School.....	61	28	33	26	19	8	8
Buncombe County Children's Home.....	76	33	43	7	9	23	37
Children's Home Society.....	120	58	62	2	11	13	94
Forsyth County Children's Home.....	50	20	30	2	7	8	33
Gaston County Children's Home.....	23	13	10	6	7	5	5
Junior League Baby Home, Charlotte.....	†43						
Juvenile Relief Home.....	32	22	10				
Pasquotank County Children's Home.....	23	12	11			5	19
Wright Refuge.....	112	50	62	7	16	20	69
Total.....	3,913	1,835	2,035	1,044	622	1,612	550

*Number in institution December 31, 1929.

†No distribution as to sex or parental status.

AGES OF CHILDREN CARED FOR IN 1928

Institution	Under One Year	Between 1 & 2 Years	Between 2 & 6 Years	Between 6 & 12 Years	Between 12 & 19 Years	Total
Catholic Orphanage.....			25	81	75	181
Children's Home.....		1	41	121	110	273
Junior Order Orphanage.....			20	80	33*	133
Methodist Orphanage.....			15	157	144	316
Mills Orphanage.....			25	267	405	697
Oxford Orphanage.....		1	35	208	213	457
Presbyterian Orphanage.....			26	136	236	398
Alexander Home.....			6	33	13	52
Buncombe County Children's Home.....			12	33	16	61
Christian.....			3	58	66	127
Eliada.....	1	2	11	31	29†	74
Falcon.....		1	4	22	34	61
Freewill Baptist.....			8	46	48	102
Grandfather.....			6	43	42	91
I. O. O. F. Home.....			6	50	59	115
Methodist Protestant Children's Home.....			9	28	48	85
Mountain.....			2	27	34	63
Nazareth.....			1	22	33	56
Pythian Home.....				25	30	55
Thompson.....		2	18	62	56	138
Colored Orphanage.....			66	165	76	307
Memorial Ind. School.....			1	10	33	44
Blanche Carr Sterne Baby Home.....	11	3	2			16
Children's Home Society.....	45	31	24	25	22	137
Forsyth County Children's Home.....			4	7		11
Junior League Baby Home, Charlotte.....						
Junior League Baby Home, Asheville.....						
Juvenile Relief Home.....	13	14	11			
Wright Refuge.....	14	3	36	47	4	104
Total.....	84	48	417	1,784	1,859	4,154

*None over 15.

†One age 20.

AGES OF CHILDREN CARED FOR IN 1929

Institution	Under One Year	Between 1 & 2 Years	Between 2 & 6 Years	Between 6 & 12 Years	Between 12 & 19 Years	Total
Catholic Orphanage.....						
Children's Home.....		2	32	120	115	269
Junior Order Orphanage.....			10	92	38	140
Methodist Orphanage.....			30	213	122	365
Mills Orphanage.....			26	307	352	685
Oxford Orphanage.....		1	27	168	249	445
Presbyterian Orphanage.....			21	142	243	406
Alexander Home.....			8	30	16	54
Christian.....			3	70	63	136
Eliada.....	2	3	11	29	30	75
Falcon.....			8	25	30	63
Freewill Baptist.....						
Grandfather.....			8	55	40	103
I. O. O. F. Home.....						
Methodist Protestant Children's Home.....						
Mountain.....						
Nazareth.....				20	30	50
Pythian Home.....				18	37	55
Quaker Children's Home.....		2	3	6	4	15
Thompson.....			14	54	59	127
South Mountain Ind. Institute.....	1	1	16	45	35	98
Colored Orphanage.....		3	60	164	70	297
Memorial Ind. School.....			9	30	22	61
Buncombe County Children's Home.....		3	10	43	20	76
Children's Home Society.....	59	5	14	25	17	120
Forsyth County Children's Home.....		2	17	25	6	50
Gaston County Children's Home.....	2	2	3	15	1	23
Junior League Baby Home.....		*43				43
Juvenile Relief Home.....		5	9	18		32
Pasquotank County Children's Home.....	1		7	12	3	23
Wright Refuge.....	14	6	34	56	2	112
Total.....	79	78	380	1,782	1,604	3,923

*All under two years of age.

CHILDREN UNDER SUPERVISION OF INSTITUTIONS IN HOMES IN 1928

In Foster Homes		Children's Home Society of N. C.	The Wright Refuge	Buncombe County Children's Home	Mills Home	Presbyterian Orphan's Home	Methodist Orphanage	Oxford	Total
Children under supervision January 1, 1928.....		280	14	38	-----	-----	-----	4	336
Children placed in foster homes during year.....		83	10	7	-----	2	-----	-----	102
Of these 102 children previously placed in other homes.....		-----	1	2	-----	-----	-----	-----	3
Children cared for in foster homes during year.	Orphans.....	-----	2	6	-----	-----	-----	1	9
	Half Orphans.....	-----	-----	8	-----	-----	-----	-----	8
	Mother dead.....	-----	-----	18	-----	2	-----	3	23
	Father dead.....	-----	-----	13	-----	-----	-----	-----	21
	Parents living.....	-----	8	-----	-----	-----	-----	-----	-----
Total.....		363	10	45	-----	2	-----	-----	420
To parents or relatives.....		2	7	-----	-----	-----	-----	-----	9
Discharged from foster home care.	Legally adopted.....	47	-----	-----	-----	1	-----	-----	48
	Other disposition.....	50	-----	10	-----	-----	-----	-----	60
	Total.....	99	-----	10	-----	1	-----	-----	110
Children remaining under supervision December 31, 1928.....		264	-----	35	-----	1	-----	4	304
Number supervising visits during year.....		690	44	60	-----	6	-----	6	806

CHILDREN UNDER SUPERVISION OF INSTITUTIONS IN HOMES IN 1928—Continued

In Foster Homes		Children's Home Society of N. C.	The Wright Refuge	Buncombe County Children's Home	Mills Home	Presbyterian Orphan's Home	Methodist Orphanage	Oxford	Total
Foster home applica- tions.	Approved.....	95	8					2	113
	Disapproved.....	56	1					1	58
	Withdrawn.....	26		2				2	30
	Pending.....	18	2					1	21
	Total.....	195	11	10				6	222
In Own Homes									
Children under supervision in own homes January 1, 1928.....			43		300	3	1		347
Children placed under supervision during year.....			34		53				87
Children under super- vision in own homes during year.	Orphans.....		4						4
	Half Orphans.....		11				1		12
	Mother dead.....								
	Father dead.....		12		302	3			317
	Parents living.....		44		51				95
Total.....			71		353	3	1		428
Children discharged from home supervision during year.....			48		91		1		140
Children under supervision December 31, 1928.....			34		262	3			299
Number supervising visits during year.....			239		80	4			323

*Other 39 not reported.

CHILDREN UNDER SUPERVISION OF INSTITUTIONS IN HOMES IN 1929

In Foster Homes		Children's Home Society of N. C.	The Wright Refuge	Buncombe County Children's Home	Mills Home	Presbyterian Orphan's Home	Grandfather Orphanage	Children's Home	Oxford	Total
Children under supervision January 1, 1929.....		264	1	35		1			4	305
Children placed in foster homes during year.....		78	6	6			5		8	103
Of these 103 children previously placed in other homes.....		15	1	3					1	
Children cared for in foster homes during year.	Orphans.....	5	1	4					4	15
	Mother dead.....	65		6			4			75
	Father dead.....	90	3	15					8	116
	Parents living.....	182	2	13						197
	Total.....	342	7	41			5		12	407
Discharged from foster home care.	To parents or relatives.....	2					1			3
	Legally adopted.....	55	3						2	60
	Other disposition.....	62		7		1	3		5	78
	Total.....	119	3	7		1	4		7	141
Children remaining under supervision December 31, 1929.....		223	4	34			1		5	267
Number supervising visits during year.....		482	63	113				2	14	674

CHILDREN UNDER SUPERVISION OF INSTITUTIONS IN HOMES IN 1929—Continued

In Foster Homes		Children's Home Society of N. C.	The Wright Refuge	Buncombe County Children's Home	Mills Home	Presbyterian Orphan's Home	Grandfather Orphanage	Children's Home	Oxford	Total
Foster home applica- tions.	Approved.....		3						5	8
	Disapproved.....		3						5	8
	Withdrawn.....		2						8	10
	Pending.....		11							11
	Total.....		19						18	37
In Own Homes										
Children under supervision in own homes January 1, 1929			34		262	3				292
Children placed under supervision during year			41		33			20		94
Children under super- vision in own homes during year.	Orphans.....									
	Half Orphans		14					20		34
	Mother dead									
	Father dead		12		252	3				267
	Parents living		13		43					56
Children discharged from home supervision during year			*39		205	3		20		357
Children under supervision December 31, 1929			29		250	3		20		302
Number supervising visits during year			46		45					91
			201		107	4		15		327

*Other 39 not reported.

II. Institutions for Delinquents

Eastern Carolina Training School, Rocky Mount, Samuel E. Leonard, Superintendent.....	90
Stonewall Jackson Manual Training and Industrial School, Concord, Charles E. Boger, Superintendent.....	470
State Home and Industrial School for Girls, Samarcand, Miss Agnes B. MacNaughton, Superintendent.....	250
Morrison Training School for Negro Boys, Hoffman, L. L. Boyd, Superintendent.....	165
North Carolina Industrial School for Negro Girls, Effland, (Owned and operated by Federation of Negro Women's Clubs). Mrs. Mary E. Hill, Superintendent.....	15
Total Institution Capacity.....	990

The following tables show the age distribution and also movement of population in these institutions during the calendar years 1928 and 1929.

**MOVEMENT OF POPULATION IN INSTITUTIONS FOR DELINQUENTS
JANUARY 1, 1928, TO DECEMBER 31, 1928**

Institution	Remaining in Institution January 1, 1928	Admissions			Number Cared for During Year	Discharged During Period							Remaining in Institution December 31, 1928
		New	Read- missions	Total		Placed in Homes	Parents or Relatives or Paroled	Ran Away	Caswell Training School	Died	Otherwise	Total	
Eastern Carolina Training School.	30	59		59	89		6	5		1	7	19	70
Jackson Training School.	483	241	18	259	742	1	204	21				226	516
State Home and Industrial School for Girls.	212	128	5	133	345		89		3		6	98	247
Total.	725	428	23	451	1,176	1	299	26	3	1	13	343	833
NEGROES													
Morrison Training School.	94	95		95	189		18	5			2	25	164
N. C. Industrial School for Girls.	13	9		9	22		1					1	21
Total.	107	104		104	211		19	5			2	26	185
Grand Total.	832	532	23	555	1,387	1	318	31	3	1	15	369	1,018

**MOVEMENT OF POPULATION IN INSTITUTIONS FOR DELINQUENTS
JANUARY 1, 1929, TO DECEMBER 31, 1929**

Institution	Remaining in Institution January 1, 1929	Admissions			Number Cared for During Year	Discharged During Period						Remaining in Institution December 31, 1929
		New	Read- missions	Total		Placed in Homes	Paroled to Parents or Relatives	Ran Away	Died	Otherwise	Total	
Eastern Carolina Training School.....	68	59	3	62	130	-----	22	13	-----	7	42	88
Jackson Training School.....	516	216	9	225	741	5	204	26	1	1	237	504
State Home and Industrial School for Girls..	247	149	10	159	406	17	112	1	-----	18	148	258
Total.....	831	424	22	446	1,277	22	338	40	1	26	427	850
NEGROES												
Morrison Training School.....	163	43	2	45	208	-----	33	10	-----	-----	43	165
North Carolina Industrial School for Girls....	19	11	-----	11	30	11	4	-----	-----	-----	15	15
Total.....	182	54	2	56	238	11	37	10	-----	-----	58	180
Grand Total.....	1,013	478	24	502	1,515	33	375	50	1	26	485	1,030

ORPHANS AND HALF ORPHANS IN INSTITUTIONS FOR DELINQUENTS CARED FOR DURING 1928

Institution	Orphans	Half Orphans		Both Parents Living	Total Number Cared For
		Mother Dead	Father Dead		
Eastern Carolina Training School.....	10	12	31	36	89
Jackson Training School.....	40	211	266	225	742
Samarcand Manor.....	43	79	69	154	345
Morrison Training School.....	12	48	53	51	164*
North Carolina Industrial Training School.....	6	7	9	-----	22
Total.....	111	357	428	466	1,362..

*Number in institution December 31, 1928.

ORPHANS AND HALF ORPHANS IN INSTITUTIONS FOR DELINQUENTS CARED FOR DURING 1929

Institution	Orphans	Half Orphans		Both Parents Living	Total Number Cared For
		Mother Dead	Father Dead		
Eastern Carolina Training School.....	12	22	45	51	130
Jackson Training School.....	82	119	170	370	741
Samarcand Manor.....	28	91	90	197	406
Morrison Training School*.....	-----	-----	-----	-----	-----
North Carolina Industrial Training School*.....	-----	-----	-----	-----	-----
Total.....	122	232	305	618	1,277

*This information not reported from these institutions.

**AGE DISTRIBUTION OF BOYS AND GIRLS CARED FOR IN INSTITUTIONS FOR DELINQUENTS FROM JANUARY 1, 1928,
TO DECEMBER 31, 1928**

Institution	Under 12	Between 12-16	Between 16-18	Between 16-20	Between 16-21	Total
Eastern Carolina Training School.....	6	46	37	-----	-----	89
Jackson Training School.....	116	465	-----	161	-----	742
State Home and Industrial School.....	16	182	-----	-----	147	345
Total.....	138	693	37	161	147	1,176
NEGROES						
Morrison Training School.....	66	78	20	-----	-----	164*
North Carolina Industrial School for Girls...	1	21	-----	-----	-----	22
Total.....	67	99	20	-----	-----	186
Grand Total.....	205	792	57	161	147	1,362

*Number in institutions December 31, 1928.

**AGE DISTRIBUTION OF BOYS AND GIRLS CARED FOR IN INSTITUTIONS FOR DELINQUENTS FROM JANUARY 1, 1929,
TO DECEMBER 31, 1929**

Institution	Under 12	Between 12-16	Between 16-18	Between 18-21	Total
Eastern Carolina Training School.....	8	69	33	20	130
Jackson Training School.....	81	519	126	15	741
State Home and Industrial School.....	28	207	122	49	406
Total.....	117	795	281	84	1,277
NEGROES					
Morrison Training School.....	7	97	93	11	208
North Carolina Industrial School for Girls.....	1	13	16	-----	30
Total.....	8	110	109	11	238
Grand Total.....	125	905	390	95	1,515

III. Penal Institutions

The prison problem in North Carolina is one of the greatest of the public welfare problems. The size of the problem emphasizes the need for the development of an adequate program of prevention and also an adequate institutional program. It is expected that the Prison Commission, appointed by the Governor early this year, will make recommendations for an adequate institutional program.

On the basis of reports received it is estimated that the average daily population of county jails and county prison camps for the year ending June 30, 1930, was 4,000—jails 1,500 and prison camps 2,500. There are no figures on which to base an estimate for city jails. The average daily population of the State's Prison for the year ending June 30, 1930, was over 2,100. The average daily population of the Farm Colony has been 30 for same period. This brings total average daily population of these institutions to more than 6,000.

Penal Inspections

Although our fund for traveling has been smaller during the past two years, all penal institutions have been inspected at least once. Mr. L. G. Whitley, Penal Inspector for this Board and the State Board of Health, has inspected and reinspected during this period 139 city and county jails and has made 80 prison camp inspections (State's Prison and county prison camps).

These trips include a large number of complaint investigations as well as a large number of investigations for the Governor's Executive Counsel in connection with parole work. Prison cases, most of them complaints about treatment, have been handled.

Other Work of Penal Inspector

Mr. Whitley has also served on the Governor's Prison Commission. He represented the State at the first meeting of the Eastern-Southern Conference on Institutional Labor which was held in Richmond in May of this year.

The Conference has accepted an invitation, extended by the Commissioner of Public Welfare and the Superintendent of the State's Prison, to hold the next Conference in Raleigh, which will probably be sometime in December.

Improvements

The following shows something in regard to the improvements made during the last two biennial periods:

	<i>Biennium Ending June 30</i>	
<i>County Jails</i>	<i>1928</i>	<i>1930</i>
New county jails constructed or under construction	27	2
County jails improved or repaired	32	5
County jails disapproved and use discontinued ..	8	5
<i>City Jails</i>		
New city jails constructed	10	2
City jails improved and repaired	12	1
<i>Prison Camps</i>		
New prison camps constructed or under construction	19	11
Prison camps improved and repaired	44	5

Jails and Jail Reports

During the calendar year 1928, 686 monthly jail reports out of a possible 1,200 were received. During 1929, only 587 monthly jail reports were received. Using these reports as a basis the number of jail commitments for 1928 was 28,734 and 28,957 for 1929. The following shows the distribution of persons committed to county jails by race and sex for the two years:

	<i>1928</i>	<i>1929</i>
Male	26,005	25,935
Female	2,729	3,022
	<hr/>	<hr/>
	28,734	28,957
White	15,074	14,871
Negro	13,518	13,752
Indian	142	334
	<hr/>	<hr/>
	28,734	28,957

Special reports from 59 counties show that the total average daily population of these 59 jails for the year ending June 30, 1930, was 1,077. Of these 59 counties, 20 reported that the average daily population had been less than ten. The average daily population of these county jails was only a fraction over 18.

During 1929 much interest was shown in the district jail plan, especially in the northeastern section of the State beyond the Chowan River. According to the 1930 census the combined population of the six counties referred to was only 63,785. None of these six county jails measures up to the minimum requirements for the management of jails. For months at a time no prisoners are confined in some of these jails. The latest information shows that ten prisoners were confined in three of these jails—seven serving sentences and three awaiting trial. One district jail will serve all these counties adequately.

The County Commissioners of Camden, Pasquotank, and Perquimans have already approved the establishment of a district jail. The next General Assembly will be requested to pass an enabling act which will give county commissioners authority to establish district jails.

Recent special reports from 59 county jails show that of 1,142 prisoners confined in these jails, 183 were women, 959 were men. The following table shows the distribution of these prisoners according to race, sex and status.

Race and Sex	Summary for 59 County Jails						Total
	Serving Sentence		Awaiting Trial		Witnesses		
	State	Federal	State	Federal	State	Federal	
White men.....	143	57	223	53	3	3	482
Negro men.....	175	24	238	38	2	-----	477
White women.....	40	3	27	5	-----	-----	75
Negro women.....	92	3	9	4	-----	-----	108
Total.....	450	87	497	100	5	3	1,142

Jails are suitable only for the safe keeping of prisoners awaiting trial. All State prisoners serving sentences should be committed to State institutions and all Federal prisoners serving sentences should be committed to Federal institutions.

Fee System

The sheriff either keeps the county jail or appoints a jailer. In most of the counties the jailer is paid through a fee system. Information received from 51 counties shows that:

Eighteen counties have the jailer on straight salary ranging from \$40 to \$200 per month. One of these counties pays the jailer \$500 per month out of which he is required to pay all jail expenses.

Four counties pay their jailers small salaries (\$25 to \$50 per month) and allow them the "turnkey" fees. The "turnkey", which varies from fifty cents to \$1.50, is the fee charged for turning the prisoner into and out of the jail.

Twelve county jailers receive no pay other than "turnkeys".

Fourteen county jailers receive "turnkeys" and a per diem ranging from 25 cents to 75 cents for feeding the prisoners.

One county pays the jailer a salary of \$40 per month, allows 60 cents per day per prisoner for food and all "turnkeys".

The fee system, obviously a vicious system, should be abolished. Every jailer should be placed on a straight salary.

County Prison Camps

On June 30, 1930, 49 counties, two road districts, and two cities were maintaining prison camps or chain gangs. The accompanying table, based on reports received from the counties, shows the population movement of chain gang prisoners for the year 1929. The table shows that the total number of prisoners serving sentences on county chain gangs varies from month to month. It also shows that there is a rapid population turnover, indicating that sentences are short.

There are about as many different types of management in respect to working county prisoners as there are counties maintaining chain gangs. Customs have been built in regard to treatment of prisoners just as they have in other things. The law passed in 1927 which provided for the uniform classification and commutation of time for prisoners improved the situation some, but many irregularities still exist. In many instances prisoners are worked and guarded by men of little more intelligence and education than the prisoners themselves. The illiterate and educated, feeble-minded and intelligent, abnormal and the normal, experienced criminals and first offenders, the physically and mentally strong and the defectives, the young and the old, the incorrigible and obedient are all subjected to practically the same regime because there are no facilities for studying and understanding the needs and capacities of the in-

POPULATION MOVEMENT FOR COUNTY PRISON CAMPS, 1929

	Number prisoners on last day of month			Number Counties Reporting	Number Commit- ments	Escaped Prisoners Returned	Number Released	Escapes
	White	Negro	Total					
January.....	561	1,235	1,795	25	623	22	494	47
February.....	549	1,275	1,824	22	516	12	408	15
March.....	569	1,313	1,882	23	550	17	534	32
April.....	537	1,070	1,607	21	481	21	454	32
May.....	604	1,239	1,843	22	546	22	561	41
June.....	569	1,139	1,708	20	401	15	470	39
July.....	629	1,232	1,861	23	586	33	521	47
August.....	608	1,244	1,852	21	599	31	512	39
September.....	625	1,332	1,957	23	613	26	548	28
October.....	621	1,071	1,692	20	467	17	511	33
November.....	808	1,315	2,123	24	704	22	597	50
December.....	537	1,112	1,649	21	407	33	500	29
Total.....				265	6,493	271	6,110	432
Average.....	601	1,215	1,816	22	541+	22+	509+	36

dividual prisoner. (From a summary of the study of the North Carolina chain gang quoted in the last biennial report of this Board.)

State control of all prisoners now serving sentences under county control appears to be the only satisfactory solution of the problem. A number of counties have indicated that they would be glad for the State to assume control. Many counties work their short term prisoners; the only alternative has been for these prisoners to serve their sentences in idleness in the county jails.

The State's Prison

George Ross Pou, Superintendent
H. H. Honeycutt, Warden.

The accompanying table shows the prison population by race, sex and distribution for work on June 30, 1930.

STATE PRISON POPULATION ON JUNE 30, 1930

Location	Total	Male		Female	
		White	Negro	White	Negro
Central Prison, Raleigh.....	452	196	169	22	65
Camp Polk Farm, Raleigh-Cary Road.....	224	222	2	-----	-----
Caledonia Farm, Halifax County.....	768	550	218	-----	-----
Twenty Camps Located at Various Points Over State....	873	117	756	-----	-----
Total.....	2,317	1,085	1,145	22	65

The 365 men at the Central Prison were manufacturing concrete culverts, automobile tags, bottoming chairs, gardening, working in the prison print shop and other work necessary around the Central Prison.

The 87 women were making clothing, mattresses, covers and doing laundry work.

The 873 prisoners working in twenty camps were working rock quarries, doing highway work, and working on private farms under State supervision.

The 224 prisoners working on the Camp Polk Farm are practically all young white men under 21 years of age.

Study, Classification, and Individual Treatment for Prisoners

Any adequate program for the rehabilitation of prisoners must become effective for every prisoner at the beginning of his sentence. A central clearing house, where all prisoners would be sent on conviction to be examined thoroughly mentally as well as physically, would answer this requirement.

Such study and classification is essential to a comprehensive and constructive treatment aiming at the individual's physical, mental, industrial and social rehabilitation. With an adequate program of this nature, in addition to an industrial program,

the work of prisoners would be more satisfactory, both to the State and to the prisoners themselves.

Industrial Farm Colony for Women

Miss Altona Gales, Superintendent

The Farm Colony, located out from Kinston near Caswell Training School, was provided for by the General Assembly of 1927. The institution opened March 1, 1929, with one building, capacity 30, a small infirmary, and a cottage for the farmer. The average daily population of the institution for the first 16 months of its existence was 30. Another building with a capacity of 30 was ready for occupancy by the end of the biennial period, but the appropriation for maintenance was not large enough to provide for maintenance of this building. The table on page 74 of this report shows many women are still serving short sentences in county jails. Numbers of other women are serving sentences in county work houses and many more who need treatment and training are given suspended sentences. The capacity of the institution must be greatly increased in order to meet the present needs.

While we are planning for larger numbers, we must also plan for training in numerous industrial activities. The institution needs a modernly equipped laundry. Funds should also be provided for other industrial activities and light farming.

Probation and Parole

Adequate provision for probation and parole must also be made if our institutional program is to be made satisfactory. That supervision of paroled prisoners is a tremendous task, is shown by the fact that 300 prisoners were paroled from county jails and county prisons and 278 from the State's Prison and the Farm Colony during the 18 months ending June 30, 1930. During the two years ending December 31, 1929, the institutions for delinquents paroled 720 boys and girls. In addition to the number of men and women, boys and girls paroled from these institutions, the courts of the State are placing numbers of adults under suspended sentences with no supervision. The juvenile courts are placing large numbers of juveniles on probation.

It is evident that the county departments of public welfare, most of which have one person to be chief school attendance of-

ficer and to perform all of the other ten duties specified in the law, cannot do the job. Probation and parole work demands the full time of a number of trained workers.

Adequate provisions for study and classification in the institutions or in a central clearing house will also help to simplify the parole problem.

IV. State Institutions for Feeble-Minded and Mental Patients

<i>Institution</i>	<i>Capacity without overcrowding</i>	<i>Population June 30, 1930</i>
State Hospital at Raleigh.....	2,100	1,825
State Hospital at Morganton.....	2,044	1,857
State Hospital at Goldsboro.....	1,919	1,727
Caswell Training School for Feeble- minded, Kinston	650	633

On July 1, 1928, there were 497 inmates in Caswell Training School, while on June 30, 1930, there were 633 inmates. During this two-year period there were 287 new admissions and 151 discharges. Of the 151 discharges 58 died, while 93 were returned to parents or relatives.

V. Old Age Dependency

Confederate soldiers and dependent women of the Confederacy are provided for through pensions, the Confederate Soldiers' Home at Raleigh and the Confederate Women's Home at Fayetteville. On June 30, 1930, the capacity of the Soldiers' Home was 175, while the population was 41. The capacity of the Women's Home on the same date was 45, while the population was 43.

County Home and Outdoor Relief

What is known as "outdoor" and "indoor" relief constitutes the big problem in the field of old age dependency in North Carolina. Indoor relief and outdoor relief together costs the counties of the State over \$800,000 annually.

The early almshouse, a descendant of the old English workhouse, established in North Carolina 180 years ago, supplanted a system of relief giving which was much nearer the ideal of today. However, relief giving outside the county home would be no better than the present situation unless adequate supervision was provided.

Reports on less than half of the 89 county homes maintained in 1929 show that on December 31, 1929, the total population for those counties reporting was 985. Of these, 81 were under 16 years of age; 310 were epileptic, feeble-minded or insane; 210 were in constant need of medical attention; and out of the total number 548 were too feeble to do work of any kind. These facts seem to indicate that a large percentage of the county home inmates are in need of a type of care which is not provided in our county homes. Considering both the type of care provided and the amount of money expended (\$600,000 a year), the maintenance of a county home in every county is not economical. The hospital-home must eventually supplant the county home. Provision in the law has been made to provide district hospital-homes for adjacent counties of small populations.

Eleven of the 100 counties in the State provide for their aged dependents outside of county homes. McDowell, Pamlico, and Scotland board their county home inmates in other county homes. The counties of Cherokee, Clay, Graham and Macon have shown a great deal of interest in the establishment of a district hospital-home. The Graham County Commissioners have passed a resolution approving the plan for such an institution.

In addition to the need for county hospital-homes, and district hospital-homes, every county should have one or more trained social workers in order that some of those now placed in county homes may be cared for by the county outside the county homes under supervision.

DIVISION OF MENTAL HEALTH AND HYGIENE

Introductory Statement: The report of the work of this division follows the same general line as in preceding reports. The budget curtailment has necessitated the condensing of the report as much as possible. Because of this fact, it is recommended that those who are interested in the work of this division refer to previous reports in order to get a more comprehensive idea of the scope of its activities. In particular it is urged that the last two preceding reports be referred to on the matter of recommendations growing out of the division's studies.

I. Mental Examinations and Case Investigations

In Table I will be found presented the sources from which the division has received the cases which have been studied. Attention is again called to the wide distribution of requests for this type of service.

Table II gives a summary of the types of cases examined by the staff of this division. The most socially significant fact indicated by this table is that over forty per cent of the cases examined were of the high grade feebleminded group. This is a class that is most capable of profiting by training; and yet because of the undersubsidized, overcrowded conditions of Caswell Training School; and because of inadequate special facilities of the public schools, is being given no or very little training. The number of borderline defectives and those cases with normal general intelligence is also highly significant. It is in cases of this type that the possibility of adequate readjustment is best, if the co-operation of parents and teachers can be secured.

Table III presents the age distribution of the cases examined. While the majority of the cases are children, it should be noted that there is also a considerable number of adults. It is, perhaps, not sufficiently well recognized that adjustment difficulties of young and middle aged adults are of vital individual and social importance; and that the services of the division are also available for such cases. Valuable assistance may also be rendered in cases of maladjustments of older adults.

II. Educational Work

As indicated in previous reports this aspect of the division's activities has been represented by lectures and conferences with parents and teachers and other adults interested in special cases.

III. Acquisition and Filing of Data

During the current period there have been added to the files of the division 2,000 cards (5x3) bearing data upon the state's private and public institutions for mental and nervous cases. In addition, there have been added 4,650 cards bearing data concerning the relatives of such patients and relatives of the cases personally examined by the staff of the division.

IV. Inspection of Public and Private Institutions

In accordance with the provisions of the State laws, there have been inspections of both state and private institutions for nervous and mental cases.

V. Representation at First International Congress on Mental Hygiene

The director of this division was appointed by Governor Gardner as the official delegate to represent the State at the First International Congress on Mental Hygiene which met in Washington, D. C., May 5-10, 1930.

VI. Some Special Points in Relation to the North Carolina Sterilization Law

The division has been asked in several instances to determine the mental condition of patients for whom applications for sterilization were being made. As a result of contacts thus made it has become quite clear that there is a tendency on the part of some families and some social agencies to apply for sterilization primarily as a means of preventing the birth of illegitimate children.

There is a decided danger in such a practice. Sterilization does not necessarily prevent the continuation of sexual promiscuity. Where those dealing with a case of this kind only wish to escape the responsibility of offspring, admitting that they can not control the activities of the patient, they are far from securing through sterilization a solution of the problem that is to be considered in any sense to be a social readjustment of the individual.

There are, of course, other conditions under which sterilization procedure is indicated. The law indicates these conditions when it provides that the "mental, moral or physical improvement" of the patient is sufficient grounds for sterilization. The law also very wisely provides that operation for sterilization may be performed "for the public good." But it should be borne in mind that the public good can never be attained by the mere sterilization of the sexually promiscuous and the sexually perverted when such individuals are allowed unsupervised and uncontrolled existence in society. *The prevention of offspring through sterilization should be restricted to those cases in which the history of the patient and of the patient's family indicate that the patient's mental condition is hereditary rather than acquired.*

There is one excellent feature of the law, the value of which may not be sufficiently recognized; that is, the possibility of application of the law to defectives who are not in institutions. The *Eugenical News* for April, 1930, comments upon this feature as follows: "There is a unique feature of the North Carolina statute (Section 2) which is especially important and which, of course, must be developed in other statutes, if eugenical sterilization is ultimately to become an important factor in preventing the reproduction of hereditary defectives. This refers to the authority of the Board of Commissioners of any county in the state to perform the operation of sterilization upon any mental defective in the county, even if such person is not an inmate of such a public institution, upon the petition and request of the next kin or legal guardian of such person." (p. 59.)

VII. Inadequacies of the Division

Since the beginning of its work, the division has been handicapped by inadequate funds for necessary traveling expense, for office equipment, and for staff. A part-time secretary for the secretarial work, the stenographic work, the bookkeeping, and the duties of a file clerk, has meant inadequacies in all of these activities. A part-time director, not only to direct but to actually make the examinations, to give lectures, to hold consultations both on individual cases and matters of more general nature, make inspections of institutions, make contacts with various types of local, other state and national groups interested in problems of mental health and hygiene and problems

of related fields, is a travesty on adequacy and efficiency. Naturally, not all of these duties have been adequately performed.

While these deficiencies have existed from the beginning of the division, they are progressively important. Due to the very activities of the division's inadequate staff, there have come increasing demands upon it. As a result of its work, there has come the ever growing recognition of the importance of mental examination and of correctional procedures in cases of maladjustment, and of the need of more widespread general knowledge of the problems of mental hygiene. Such demands have also been fostered by the more generally awakened interest in this field as a result of national and international educational movements. The resulting increased demands upon the division have meant in some cases less thorough studies, and in other more delayed services, and in still others absolute inability to give service at all. Preventive work in the field is at least equally important to the more urgent remedial work and has largely suffered.

R. Eugene Brown, Assistant to the Commissioner of Public Welfare, who was requested to prepare a record to be used in all sterilization cases, has prepared the following statement and Table IV, which shows the type of operation performed in each case:

"Since the law providing for the 'sterilization of mental defectives and the feebleminded' was passed by the General Assembly of 1929, twenty-one cases have been submitted to, and approved by, the 'four reviewers' specified in the law. The first case was submitted in August, 1929.

"Of the 21 cases—five men and 16 women—15 were white and six were Negroes. The mental classifications given by the examiners are as follows: Dementia praecox 2, manic-depressive 1, feebleminded 16, psychotic and feebleminded 1, epileptic and feebleminded 1.

"Eighteen of the 21 have already been sterilized and, so far as we have learned, little opposition has been encountered. In fact, in the case of one person (not included in the 21) the operation was performed at the individual's request, before the reviewers could pass upon it.

"The ages of the 21 persons varied from 14 to 39. Four women and one of the men had been married. At least eight of

the women have given birth to one or more children. One woman, a manic-depressive inmate of the State Hospital at Goldsboro, was reported as having had ten children. If the mental defects of these women were of an hereditary type these facts are certainly of very great significance. Another woman, an inmate of a county home, had had two children, one by her father, and one by an inmate of the county home. In another case, a white woman gave birth to a child whose father was a Negro. Three of the men had committed assaults upon women."

One specific and important example may give concreteness to the points that we have been making. In the fall of 1929, the superintendent of one of the more important city schools of the state wished to make a complete reorganization of the work of his special rooms. He called upon this division for assistance. Such assistance involved an individual examination of all the pupils in the two special classes of the school system, an individual examination of other grossly inadequately adjusting children in the other schools of the city, and a study of the methods employed in the special rooms. Three clinics were held in connection with this work; there were also several conferences with the principals, teachers, and superintendent; but because of the other demands on the division and the inadequacy of its staff, this work not only had to be spread out over the year but is still in process of completion.

Only by an adequate staff and adequate appropriations for office and field work can these deficiencies of the division's work be overcome. We restate from a previous biennial report: "If the division is to keep pace with the demands made upon it and to come anywhere near rendering the type of service that is actually needed, the minimum provisions which should be made for an increase in its staff are:

1. A full-time secretary with psychological training, capable of directing the office routine and doing part of the psychological work.
2. A full-time office assistant to do the stenographic and filing work.
3. A full-time assistant psychologist.
4. A full-time psychiatric social worker.

"Only by such provision is the division going to be able to increase the extent of its services or to give an improved service."

TABLE I

Sources from which cases were referred to Division of Mental Health and Hygiene, July 1, 1928, to June 30, 1930.

I. State Departments and Institutions:

(1) State Board of Charities and Public Welfare.....	4
(2) University of North Carolina.....	2
(3) State Department of Rehabilitation.....	1
(4) State School for Blind.....	6
(5) State Prison.....	2
(6) Governor	1

16

II. County Organizations and Officials:

(1) Superintendents of Public Welfare:

<i>County</i>	
Alamance	4
Catawba	7
Davidson	1
Durham	1
Forsyth	1
Guilford	2
Halifax	3
Harnett	1
Iredell	3
Orange	4
Richmond	2
Rockingham	4
Scotland	1
Vance	2
Wake	7
Wilson	1

44

(2) City Departments of Public Welfare:

High Point	21
Winston-Salem	2

23

(3) Probation officers:

Wake County	1
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1

(4) School Superintendents:

<i>City</i>	
Dunn	13
Salisbury	31

44

(5) Visiting Teachers:

County

Alamance 1

1

(6) County Solicitor:

Gaston County 1

1

114

III. Orphanages and Child Placing Agencies:

(1) North Carolina Childrens' Home Society, Inc... 1

1

IV. Miscellaneous:

Attorney 1

Relatives and Friends.....17

Rosenwald Fund 2

(4) Red Cross 3

(5) Student Case Worker at Bishop Tuttle School.. 2

25

156

TABLE II

Distribution of Intelligence Quotients.*

Intelligence Quotient	Frequency
0 — 20	
21 — 50	22
51 — 70	67
71 — 80	25
81 — 90	11
91 — 110	11
111 — 120	1
Data incomplete	7
	<hr/> 144**

*It should be noted that an intelligence quotient itself is insufficient to make a diagnosis of feeble-mindedness. Special sensory or other defect, deterioration or injury to the neural system, the presence of a psychosis, and many other special factors have to be ruled out before such a diagnosis can be made. When all such conditions have been ruled out, or properly evaluated—the IQs then have a significance in relation to the

general intelligence of the individual. This significance as bearing upon the above table may be briefly stated as follows:

From 21 to 50—lower grades of feeble-mindedness,—usually called imbecile.

51 to 70 or 75—higher grades of feeble-mindedness,—usually called moron.

71 or 76 to 80—"Borderline deficiency, sometimes classified as dullness, often as feeble-mindedness." (Terman)

81 to 90—"Dullness, rarely classified as feeble-mindedness." (Terman)

91 to 110—Normal or average degree of intelligence.

111 to 120—Superior intelligence.

** 5 cases on basis of Irwin-Hayes Test for the Blind.

Summary of All Cases Handled

1. Total number of cases given Terman Intelligence Tests, as listed in the preceding table.....	144
2. Number diagnosed definitely feeble-minded without the obtaining of intelligence quotients.....	5
3. Psychopathic	1
Probably psychopathic	1
4. Beginning paresis	1
5. Mental Condition Undetermined	4

TABLE III

Age distribution of cases examined by Division of Mental Health and Hygiene, July 1, 1928, to June 30, 1930.

Year	Sex		Total
	Male	Female	
2.....	1		1
3.....	1		1
5.....	1	1	2
6.....	3		3
7.....	8	2	10
8.....	5	1	6
9.....	8	5	13
10.....	10	3	13
11.....	12	2	14
12.....	10	4	14
13.....	15	2	17
14.....	8	9	17
15.....	4	4	8
16.....	5	2	7
17.....	4	3	7
18.....	3		3
19.....	2	1	3
20.....	1	1	2
22.....	1		1
31.....	1		1
32.....	1		1
47.....	1		1
54.....	1		1
61.....		1	1
*.....	5	4	9
Grand Total.....	108	48	156

*Data Incomplete.

TABLE IV
STERILIZATION OPERATIONS UP TO JUNE 30, 1930, DISTRIBUTED
ACCORDING TO SEX AND TYPE OF OPERATIONS

Institution or County	Male		Female		Total
	Vasectomy	Castration	Salpingectomy	Ovariectomy	
Caswell Training School.....		1	1		2
†State Home and Industrial School for Girls.....				1	1
State Hospital at Raleigh.....			2		2
State Hospital at Goldsboro.....	1		2		3
Guilford County Home.....		1		1	2
Union County Home.....			1		1
*Buncombe County.....				1	1
Guilford County.....	1		2	1	4
Orange County.....			1		1
*Sampson County.....				1	1
Total.....	2	2	9	5	18

†Operation provided for by Guilford County.

*Operations performed at patient's request before "reviewers" had passed upon it.

DIVISION OF WORK AMONG NEGROES

CREATION OF THE DIVISION

The Division of Work Among Negroes was established January 1, 1925, in order to meet a long recognized need for a constructive state-wide program of public welfare work for Negroes. Intelligent study of the social problems of the North Carolina Negro community and family, and the developing of programs in the community through the stimulating of co-operative self-help effort on the part of the Negroes of the State have been the major points of emphasis.

The original grant from the Spelman Fund expired June 30, 1927, and in recognition of the outstanding progress made by the State in the pioneer field of Negro welfare, an additional grant of \$16,600 was made to the State by the trustees of the Spelman Fund for the expressed purpose of continuing and extending the benefits of such a welfare program to other counties in the State, this latter grant to run for four years, ending June 30, 1931.

The Task

The major task of the Division of Negro work has been to awaken the Negro to the values of co-operative community effort, and to stimulate him to appreciate the values derived through active participation in a program of community betterment. Most Negro communities in North Carolina need not only organization of existing social forces, but far more important and fundamental is the imperative need for a complete reconstructing of the thinking and functioning of the members of the community. During the past two years continued emphasis has been placed on the theory that the only practical approach to the Negro community lies through the machinery the Negroes themselves have set up; and that in every activity planned to build a healthier and happier social order, the primary purpose must continue to be, to train the Negro to help himself. The original wise policy adopted by the State Board of inviting the Negro to have a voice in the planning of the program relating to his social needs has been consistently followed.

Any program of social welfare work which has for its objective the bettering of Negro community life through the creating

and promoting of constructive family standards, should have as a prerequisite an intelligent knowledge of Negro family and communal life, their social assets and liabilities. Scientific study of the Negro family and community is still so rare that accurate and fruitful comparisons of social problems within this group are practically impossible. Ignorance, poverty, crime, vice, disease, misuse of leisure, bad housing, and many other social ills do not respect race or color, nor are they different in character when found in a Negro community. Human depravity, mental defectiveness, broken families, illegitimacy, increased morbidity and morality, and many other social liabilities of the Negro community are found in direct ratio to the lack of a community consciousness on the part of the masses of Negroes.

According to figures released by the United States Bureau of the Census, the total population of North Carolina as of the year 1930 is 3,155,146; of this total, Negroes compose 870,000 or 29.7 per cent. The figures quoted for 1930 when compared with the totals for the year 1920 show a total population increase in the State of North Carolina during the decade of approximately 600,000 persons; and a total Negro population increase of 106,593 during the same decade. Close study and analysis of the tabulation figures of the Census Bureau reveals the interesting fact that fewer Negroes left North Carolina for northern points during the 1918 migration and in subsequent movements of Negroes from the South to northern communities than left any other Southern State.

COMMUNITY ORGANIZATION

The Plan

In North Carolina the county is the unit of government, and the basic division for the administration of justice and for the promotion of programs of public welfare, health, etc. In developing a program of public welfare for Negroes the original plan purposed to integrate the Negro program with the programs of established agencies. In furtherance of this policy, work among Negroes was initiated in Wake County on January 1, 1925; and during the last five years the Wake County plan with some slight modification has been used as a guide in organizing the social forces in twenty-eight additional Negro communities in North Carolina. (Attention is directed to the Biennial Report, North Carolina State Board of Charities and Public Welfare, 1924-26, for a detailed description of the Wake County plan.)

Results

At the close of the biennium 1926-28 there were twenty-six counties in the State organized for Negro welfare work, and during the past two years work has been started in the following counties: Pitt, Brunswick, Wilson, Northampton, Rockingham, Robeson, Scotland, Sampson, and Anson, making a total of thirty-five counties in the State where some phase of the Wake County plan is in operation. During the biennium 1928-30, three Negro social workers left North Carolina to accept appointments with outstanding welfare agencies in Pittsburgh, Cincinnati, and Philadelphia, and one worker was lost through death. Each of the vacancies noted has been filled by other qualified Negro workers, and at the present writing there are twenty-one trained Negro social workers who are members of staffs of county or city welfare departments. These workers are located in the following cities: Wilmington, New Bern, Goldsboro, Smithfield, Raleigh, Durham, Greensboro, Gastonia, Winston-Salem, Louisburg, High Point, Charlotte, Asheville, Edenton, Elizabeth City, and West Southern Pines.

During the last two years \$51,000 was paid to Negro social workers in North Carolina for salaries and expenses. Of this total, \$32,000 was appropriated from public funds, \$11,000 contributed by Negro individuals and organizations, and the balance of \$7,800 was raised from private sources. It is interesting to compare the total figure noted above (\$51,000), with the total amount spent within the State for the same purposes during the biennium ending June 30, 1924, namely, less than \$3,000.

TRAINING OF NEGRO WORKERS

Institutes

Since January, 1925, five annual institutes of public welfare have been conducted under the direction of the Division of Negro Work, with a total attendance of five hundred and twenty workers and leaders in social work among Negroes. These institutes were held in the following cities: Winston-Salem (two), Raleigh, Greensboro, and Durham. The 1931 institute will be held at Livingston College, Salisbury, North Carolina. These institutes afford opportunity for further training to workers in city and county welfare departments, Associated Charities organizations, church social service groups, and citizens interested in social problems.

Schools

There are only two schools of social work in America for the exclusive training of Negro social workers: namely, the Atlanta School of Social Work, Atlanta, Georgia, and the Bishop Tuttle Training School, Raleigh, North Carolina. There have been fifteen graduates of the Bishop Tuttle School since the school was opened in 1925. Every one of the graduates of the Bishop Tuttle School has been placed, and there continues to be a demand throughout the State for trained Negro social workers. It is interesting to note the variety and types of social work to which the graduates of the Bishop Tuttle School have been appointed: namely, five workers in Associated Charities; one is with the Woman's Prison Association; one in charge of a social service program in a church center; one in a state reformatory for women; two in a state home for delinquent girls; one in an orphanage; one with a Juvenile Protective Association; one with the Church Mission of Help; one with the Traveler's Aid; one with the public welfare department; and one with a state home for girls. All of these graduates had two years of college, or their equivalent, before starting the course at the Bishop Tuttle School, and five of them are graduates of accredited four-year colleges. The Bishop Tuttle School and the Atlanta School are rendering an invaluable and most effective service in training Negro workers for the several fields of social work.

ADDITIONAL ACTIVITIES

Parole Work

The Director of the Division of Negro Work continues to co-operate with the Governor's counsel in matters relating to the investigation of applications for paroles and pardons made by Negro prisoners. During the six years that the Director has been co-operating in this program every recommendation of the Director for a parole and commutation of the death sentence (this following a detailed investigation and report), has received favorable consideration and action. The effort has been at all times to secure the true facts regarding the merit of each application for parole. Providing constructive employment and friendly supervision for the discharged Negro prisoner, and the giving of advice and other aids looking toward the complete rehabilitation of broken families of released Negro prisoners, pres-

ent opportunity to the Director to render a service to many men and women who face the difficult task of "coming back" and developing into contributing assets in society. However, this phase of the work can only be touched because of the limited staff of the Division.

Case Work

As in former years, inter-state and intra-state case work continues to demand much of the attention and services of the Division of Work Among Negroes. Increasingly, calls are made upon the Director for service in this field by various departments of our State and county governments, and from public and private social agencies, both within and outside the State of North Carolina.

Institutional Visits

Visits have been made at regular intervals to the following named institutions for Negroes: State's Prison, Morrison Training School, Oxford Orphanage, North Carolina Orthopedic Hospital, State Sanatorium, Goldsboro State Hospital for Negro Insane, North Carolina Industrial Home for Negro Girls, the Memorial Industrial Orphanage at Winston-Salem, and fourteen state and county prison camps and farms, seventeen county homes, twenty-one county jails, twelve hospitals for Negroes, and seven hospitals making provision for Negro patients.

Public Speaking

During the summers of 1929 and 1930 the Director visited each of the accredited State summer schools for Negro teachers and spoke on the values of a state-wide program of public welfare for Negroes. Over seven thousand Negro teachers were contacted by these visits and acquainted with some of the limited objectives of the Division of Work Among Negroes. The Director has had the privilege of speaking in five colleges for white youth in North Carolina on the program of the Division; also before the Executive Council, Protestant Episcopal Church, Diocese of North Carolina, and the Missionary Conference of the Methodist Episcopal Church, South. The program of the Division has been presented before annual meetings of the following named national organizations: National Association of Teachers in Negro Schools, National Parent-Teacher Association, National Urban League on Urban Conditions among Ne-

groes, National Conference of Social Work, Virginia Negro Organization Society, North Carolina State Interracial Commission, and the National Interracial Conference held at Washington, D. C.

STUDIES

Capital Punishment

A part of the second Spelman grant was used to finance the completion of a study of capital punishment in North Carolina, which was begun by the Director of the Division of Work Among Negroes early in the year 1926. (Capital Punishment in North Carolina, Bulletin No. 10, North Carolina State Board of Charities and Public Welfare.) "The primary object of the study of capital punishment is to present to the people of North Carolina, and to the State's judicial and penal officers and social workers, material which hitherto has not been conveniently available, and which it is hoped, they will find valuable in its bearing on the grave problem of capital crime and the State's method of dealing with those offenders who are guilty of it. The facts presented are eloquent in themselves, and strongly suggest the necessity of further serious study of the subject of capital punishment and other related social problems, especially that of mental deficiency."

Negro Child Life

During the last biennium a grant of five thousand dollars was received from the Julius Rosenwald Fund to be used in making a state-wide study of Negro child life. An additional sum of five thousand dollars to match the Rosenwald grant was contributed by interested white and Negro citizens and organizations within the State of North Carolina. The sum of fifteen hundred dollars was given in pennies and nickles by Negro school children, and Negro school teachers contributed over one thousand dollars to the Negro child study fund. The purpose of this study is to find out what becomes of the defective, delinquent, and dependent Negro child in North Carolina.

School Attendance

Attention is called to the bulletin which is to be published shortly by the Director of School Attendance in which he will summarize the results of the six-county survey of school attendance in North Carolina. In four counties, Cherokee, Halifax,

Moore and Orange, very interesting facts were revealed relating to the problem of school attendance and the Negro child.

White House Conference

During the year 1930, the Director was appointed a member of an advisory committee especially pertaining to the Negro, Mexican, and Indian to serve in connection with the section on racial groups of the White House Conference on Child Health and Protection.

NEGRO ADVISORY COMMITTEE

Personnel

The Negro Advisory Committee to the State Board of Charities and Public Welfare continues to render helpful service in the promotion of a state-wide program of public welfare for Negroes. During the biennium the Committee held two meetings with the Commissioner of Public Welfare and members of the State Board of Charities and Public Welfare. In these meetings policies of promotion were discussed and approved, and the full support of the Negroes of North Carolina was pledged to the program of work as adopted. Many difficult problems could not have been solved were it not for the splendid co-operation received from members of the Negro Advisory Committee. The Director wishes to express deep appreciation and gratitude for the unselfish and wholehearted support given the program of the Division by the members of the Committee. The following named members of the committee, whose terms of office expire December 31, 1929, were reappointed by the Commissioner for terms of four years each, ending December 31, 1933: Dr. S. G. Atkins, Mrs. H. L. McCrorey, and Dr. Frank W. Avant. The complete personnel of the Negro Advisory Committee follows:

- Dr. S. G. Atkins, Winston-Salem, Term Expires 12/31/33.
- Mrs. H. L. McCrorey, Charlotte, Term Expires 12/31/33.
- Dr. Frank W. Avant, Wilmington, Term Expires 12/31/33.
- Rev. R. I. Johnson, New Bern, Term Expires 12/31/32.
- Mrs. W. G. Pearson, Durham, Term Expires 12/31/32.
- Dr. P. M. Smith, Hickory, Term Expires 12/31/32.
- Rev. J. A. Cotton, Henderson, Term Expires 12/31/34.
- Miss Adelaide Ruffin, Asheville, Term Expires 12/31/34.
- Mr. W. P. Evans, Laurinburg, Term Expires 12/31/34.

Tribute to Mrs. Johnson

A few days before Mrs. Kate Burr Johnson's resignation as Commissioner of Public Welfare became effective, the Negro Advisory Committee assembled at the offices of the State Board of Charities and Public Welfare to present her with a handsome silver rose bowl and resolutions of regret at her departure. They expressed appreciation of her work in furthering harmony between the races in North Carolina. Declaring they came as representatives of the entire Negro group in North Carolina, they voiced gratitude to Mrs. Johnson and the State Board of Charities and Public Welfare for the contribution that had been made to the happiness and welfare of the race. They also pledged the continued interest and co-operation of the Negro race in the state-wide program for public welfare.

RECAPITULATION OF RECOMMENDATIONS REQUIRING LEGISLATION

1. That an assistant psychologist and a full-time secretary with psychological training be added to the staff of the Division of Mental Health and Hygiene.
(See report Division Mental Health and Hygiene.)
2. That the statute governing adoption of children be amended to require investigation and the written approval of the probation officer of the local juvenile court and further that all such adoptions be reported to the county superintendent of public welfare.
(See report Division of Child Welfare.)
3. That the statute governing maternity homes be amended to describe maternity homes.
(See report Division of Child Welfare.)
4. That provision be made to care for the Negro feeble-minded at either the Hospital for the Insane at Goldsboro, or the Caswell Training School.
5. That the State take over and enlarge the North Carolina Industrial School for Negro Girls at Efland.
6. That the Mothers' Aid Fund be increased \$10,000 for the fiscal year 1931-1932, making a total for that year of \$60,000, and \$15,000 for the fiscal year 1932-1933, totalling for the second year \$65,000.
(See report Division of Child Welfare.)
7. That a new appropriation of \$5,000 annually for the bien-nium 1931-1933 be made to care for a limited number of the State's wards in boarding homes.
(See report Division of Child Welfare.)
8. State supervision of all prisoners serving sentences in county camps, county jails, and other county penal institutions.
(See report Division of Institutions.)
9. An enabling act to provide for district jails.
(See report Division of Institutions.)
10. That the State Board of Charities and Public Welfare take over and continue the work of the Division of Work Among Negroes which was established and maintained for six years through the generosity of the Laura Spelman-Rockefeller Memorial Fund.

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